

NATIONAL SURVEY OF UNITED STATES AIR FORCE  
DIRECTORS/CHIEFS OF SECURITY POLICE  
ATTITUDES PERTAINING TO  
USAF SECURITY POLICE-COMMUNITY RELATIONS

Thesis for the Degree of M. S.  
MICHIGAN STATE UNIVERSITY  
CHARLES H. BAILEY  
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NATIONAL SURVEY OF UNITED STATES AIR FORCE  
DIRECTORS/CHIEFS OF SECURITY POLICE  
ATTITUDES PERTAINING TO  
USAF SECURITY POLICE-COMMUNITY RELATIONS

By

Charles H. Bailey

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## ABSTRACT

# NATIONAL SURVEY OF UNITED STATES AIR FORCE DIRECTORS/CHIEFS OF SECURITY POLICE ATTITUDES PERTAINING TO USAF SECURITY POLICE-COMMUNITY RELATIONS

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In the past few years numerous studies, surveys, and research projects have been undertaken to examine police attitudes toward citizens, police perceptions of citizens' attitudes toward their police agency, and citizens' attitudes toward the police. This proliferation of studies has produced a meaningful quantity of knowledge which reflects the existence of the current police-community relations dilemma. However, no comparable research study has been attempted to ascertain the attitudes of the military police toward their communities nor to ascertain their perceptions of their communities' attitudes toward them. The lack of empirical research into this socially significant area of law enforcement has produced a void where there should be knowledge. This national survey attempted to fill the void with meaningful and relevant data pertaining to one segment of the military police establishment--the USAF Security Police.

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This study is a report of a national survey of United States Air Force Directors/Chiefs of Security Police attitudes pertaining to USAF Security Police-community relations. To accomplish this survey a mailed self-administering questionnaire was utilized. The survey sample included the Directors/Chiefs of Security Police of one hundred and fifteen Air Force Bases located within the continental limits of the United States. Ninety-six (83.5%) of the questionnaires were returned.

The methodology which the author utilized to compile the data necessitated segregating the data into three categories so as to facilitate a meaningful and empirically oriented analysis. The three categories were: (1) the general characteristics of the respondents and their installations; (2) the responses of all the respondents viewed as a distinct and separate statistical population; and (3) the responses of all the respondents according to the major air command to which they were assigned. The resulting data was qualitatively analyzed in order to ascertain the attitudes, opinions, and perceptions of the respondents in an attempt to gain an insight into the heretofore vacuum of the military police-community relationship.

The survey data produced some significant conclusions which tend to intensify the need for a greater in-depth treatment of Security Police-community relations. The data succinctly indicated the following results:

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1. The respondents felt that the Security Police were maintaining good relations with their three communities--the military community, the civilian community, and the municipal police community.

2. The respondents perceived themselves and their units as being favorably regarded by their communities.

3. The respondents were overwhelmingly unaware of the existence and functions of the National Center on Police and Community Relations. However, they felt that utilization of the Center's services would benefit the military. They also greatly desired an opportunity to participate in the Annual National Institute.

4. The respondents expressed a need for additional detailed guidance from Headquarters USAF in the area of how to effect and maintain a good Security Police-community relations program.

The major conclusions reached regarding the functioning of the Security Police in the prevalent atmosphere of tense police-community relations are that:

1. The Air Force Security Police do not feel alienated from their communities to the degree as was initially inferred by the author.

2. The survey data substantially refuted the contention that the Security Police, like their municipal police counterparts, felt themselves to be pariahs. The converse seems

Charles H. Bailey

abundantly clear--they feel themselves to be an integral part of the communities they serve.

The fact that this national survey is the first such attempt to determine the attitudes, opinions, and perceptions of the military police regarding police-community relations is significant in and of itself. The major conclusions which the author reaches have distinct implications for the police within the military establishment. The author makes the inference that, to a large extent, the expressed Security Police attitudes are equally applicable to the military police within the other branches of the armed forces. He, therefore, hypothesizes that the survey's findings are relevant, meaningful, and that they convey a significant message to all military police administrators, at the staff level and the installation level, and to individual military policemen everywhere. However, he cautions that the attitudes reflected by the survey are only those of the Directors/Chiefs of Security Police. The attitudes of the individual Security Policeman as well as the public's attitudes may be significantly different, i.e., holding the police in low regard.



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## PREFACE

To freedom loving men, the Berlin Wall is an ugly welt upon the face of the world. It is probably today's foremost symbol of misunderstanding among men and of brotherhood lost.

Almost as impregnable and insurmountable, however, is the invisible wall which separates many police departments and the citizens they serve. This wall, although not topped by barbed wire and embedded slivers of glass, still accomplishes the undesirable effect of thwarting communication between police and their communities.

The principle that the administration of criminal justice, in all of its aspects, is a total community responsibility, cannot exist in an atmosphere of distrust between the police and the public. In the demanding complexity of modern society, therefore, it is most urgent that effective police--community relations programs be given top priority throughout the service.<sup>1</sup>

Quinn Tamm,  
Executive Director, IACP

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<sup>1</sup>Nelson A. Watson (ed.), Police and the Changing Community (Washington, D.C.: International Association of Chiefs of Police, 1965), p. 1.

## TABLE OF CONTENTS

| CHAPTER  | PAGE |
|--|------|
| I. INTRODUCTION . . . . .  | 1    |
| The Role of the Police . . . . .                                       | 3    |
| The Military Establishment . . . . .                                   | 5    |
| USAF Security Police . . . . .   | 7    |
| Police-Community Relations Defined . . . . .                           | 9    |
| Elements and Assumptions of a Community<br>Relations Program . . . . . | 11   |
| Why This Survey? . . . . .   | 13   |
| National Survey: Methodology and<br>Assumptions . . . . .              | 16   |
| Organization of This Report . . . . .                                  | 17   |
| II. THE POLICE-COMMUNITY RELATIONS DILEMMA . . . . .                   | 20   |
| The Dilemma . . . . .  | 20   |
| Police/Public Brutality . . . . .                                      | 23   |
| Citizen Review Boards . . . . .  | 24   |
| Headlines and Editorials . . . . .                                     | 25   |
| Police Criticism . . . . .   | 27   |
| "Crime Commission's" Observations . . . . .                            | 27   |
| Summary . . . . .  | 28   |
| III. MUNICIPAL POLICE VERSUS USAF SECURITY POLICE . . . . .            | 32   |
| Areas of Common Concern . . . . .                                      | 33   |
| Nature of the Police Function . . . . .                                | 39   |
| Feelings of Alienation . . . . .                                       | 40   |

| CHAPTER   | PAGE |
|---|------|
| Public Expectations . . . . .                     | 44   |
| The "Pariah" Concept . . . . .                    | 47   |
| A Change in Public Attitudes? . . . . .           | 50   |
| Police Adversary Concept . . . . .                | 52   |
| Attitude Development . . . . .                    | 53   |
| Public Ambivalence . . . . .                      | 54   |
| Gamesmanship . . . . .                            | 58   |
| Social-Psychological Aspects . . . . .            | 59   |
| Lack of Police Professionalism . . . . .          | 63   |
| Community Involvement . . . . .                   | 66   |
| Rigid Police Procedures and the                   |      |
| Uncertainty of the Law . . . . .                  | 67   |
| Police Organizational Inadequacy . . . . .        | 71   |
| Summary . . . . .                                 | 75   |
| IV. THE SURVEY INSTRUMENT . . . . .               | 77   |
| The Questionnaire . . . . .                       | 77   |
| Summary . . . . .                                 | 105  |
| V. SURVEY FINDINGS AND CONCLUSIONS . . . . .      | 107  |
| Survey Limitations . . . . .                      | 107  |
| General Characteristics of Respondents . . . . .  | 108  |
| Overall Findings . . . . .                        | 111  |
| Status of Relationship with Communities . . . . . | 114  |
| National Center on Police and Community           |      |
| Relations . . . . .                               | 118  |

| CHAPTER   | PAGE |
|---|------|
| Analysis by Major Air Command . . . . .   | 120  |
| Summary . . . . .   | 126  |
| VI. SUMMARY AND CONCLUSIONS . . . . .   | 131  |
| Summary . . . . .   | 131  |
| Reason for the Survey . . . . .   | 134  |
| Survey Findings . . . . .   | 134  |
| Conclusions . . . . .   | 136  |
| Need for Further Research . . . . .   | 136  |
| BIBLIOGRAPHY . . . . .  | 138  |
| APPENDICES . . . . .  | 146  |
| A. Posse Comitatus Act . . . . .  | 147  |
| B. Director/Chief of Security Police Survey<br>on USAF Security Police-Community Relations. | 155  |
| C. Definitions and Abbreviations . . . . .  | 160  |

## LIST OF TABLES

| TABLE   | PAGE |
|---|------|
| I. Total Number of Respondents by Major<br>Air Command . . . . .  | 109  |
| II. Installation Distance From City<br>of 50,000 and 250,000 . . . . .  | 110  |
| III. Percentage of Security Police Force Performing<br>Law Enforcement Duties by Major Air Command . .  | 111  |
| IV. General Characteristics of Respondents<br>by Their Major Air Command . . . . .  | 112  |
| V. Police Association: Existence,<br>Membership, and Encouragement . . . . .  | 112  |
| VI. Need for USAF Guidance . . . . .  | 116  |
| VII. Perceived Relationship With Communities . . . . .  | 117  |
| VIII. Perceived Attitudes of Communities<br>Toward The Security Police . . . . .  | 118  |
| IX. Attitudes Pertaining to the National Center<br>on Police and Community Relations . . . . .  | 119  |
| X. Respondents Indicating Conduct of<br>Community Projects During Past Year . . . . .   | 122  |
| XI. Respondents' Expressed Need for USAF Guidance<br>in Security Police-Community Relations . . . .   | 122  |
| XII. Responses, by Size of Installation Population,<br>Reflecting a Need for USAF Guidance<br>to Assist Units in Attaining Good<br>Relations with Their Communities . . . . . | 124  |



| TABLE   | PAGE |
|---|------|
| XIII. Perceived Relationship with Police Community . .                              | 125  |
| XIV. Perceived Relationship with Military Community .                               | 125  |
| XV. Perceived Relationship with Civilian Community .                                | 126  |
| XVI. Perceived Attitudes of Military<br>Community Toward Security Police . . . . .  | 127  |
| XVII. Perceived Attitudes of Civilian<br>Community Toward Security Police . . . . . | 127  |
| XVIII. Perceived Attitudes of Police<br>Community Toward Security Police . . . . .  | 128  |

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To the United States Air Force, as my employer and to whom I owe the greatest debts, goes my deepest appreciation for making all of this possible. The author also wishes to express his appreciation to the Security Police officers who participated in the survey and to his many friends and fellow students who periodically offered their advice and constructive criticisms.

## CHAPTER I

### INTRODUCTION

An essential component of the American Criminal Justice System is the law enforcement establishment--the Police. They are often viewed as impersonalized agents of the body politic, i.e., the American society. The police are only one part of the criminal justice system, the system is only one part of the governmental structure, and in turn, that structure is only one part of the total society. Thus "insofar as crime is a social phenomenon, crime prevention is the responsibility of every part of society."<sup>1</sup> Still the fact remains that:

The police--some 420,000 people working for approximately 40,000 separate agencies that spend more than \$2 1/2 billion a year--are the part of the criminal justice system that is in direct daily contact both with crime and with the public. . . . What is distinctive about the responsibility of the police is that they are charged with performing these functions where all eyes are upon them and where the going is roughest, on the street. Since this is a time of increasing crime, increasing social unrest and increasing public sensitivity to both, it is a time when police work is

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<sup>1</sup>President's Commission on Law Enforcement and Administration of Justice, The Challenge of Crime in a Free Society (Washington, D.C.: United States Government Printing Office, 1967), p. 92.

peculiarly important, complicated, conspicuous and delicate.<sup>2</sup>

Numerous writers have traced the origins of today's modern American police forces to ancient times. In 1920 Raymond B. Fosdick published one of the earliest volumes on the American police systems.<sup>3</sup> Since 1920 there has been a vast proliferation of commentaries and treatises on the American police with one of the better historical documentaries having been published in 1964.<sup>4</sup> Each generation has spawned a police force and a police system with its particular goals and responsibilities. Today, the police have their goals and their responsibilities which they and society say must be achieved. This fact was appropriately recognized by the President's Commission on Law Enforcement and Administration of Justice as it commented:

The police mission involves, however, more than the "general public." So does the matter of police--community relations. The "public" actually consists of congeries of 'publics' organized in different fashions according to a multitude of geographic, economic, ethnic, racial, political, and social interests. Conflicts or poor relationships between the police and any one of these interest groups, publics or "sub-cultures" can dilute the effectiveness of the police in dealing with and serving the general public.

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<sup>2</sup>Ibid., p. 91.

<sup>3</sup>See Raymond B. Fosdick, American Police Systems (New York: Century Books, 1920).

<sup>4</sup>See James Cramer, The World's Police (London: Cassell, Limited, 1964).

The police may very well be considered by the general public to be different and helpful while at the same time they may be considered to be punitive and harassing by numerically smaller groups. Police--community relations consists of more than simply the accumulation of votes for or against the police.<sup>5</sup>

### The Role of the Police

Policemen within municipal police agencies and policemen within the military establishment are confronted with essentially identical law enforcement goals. Each might appropriately claim their basic law enforcement role to be the maintenance of order in society for the safety, preservation, and benefit of that society. However rudimentary this definition might be, it brings forth the important concept of the role of police in any society.

A recent report which was submitted to the President's Commission on Law Enforcement and Administration of Justice conceived the role of the police in the administration of criminal justice as being divided into six basic parts:

1. The prevention of crime.
2. The detection of crimes which have been committed.
3. Identification of the person or persons responsible for crimes.
4. Apprehension of the person or persons responsible.

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<sup>5</sup>President's Commission on Law Enforcement and Administration of Justice, The Police and the Community (Volume I, Washington, D.C.: United States Government Printing Office, October, 1966), p. 176.

5. Detention of the person for processing by the judiciary and
6. Presentation of the evidence to the prosecutor.<sup>6</sup>

The basic nature and functioning of police embodies several principles which imply service to society, adherence to the basic precepts inherent within the criminal justice system, and equality of justice for all. These elemental principles are:

1. Police are sworn to enforce and uphold the law.
2. The law must be applied impartially to one and all.
3. Police must take appropriate action to prevent crime.
4. Police may not generally interfere with a citizen's pursuit of his goals unless the citizen's actions violate the law.
5. When a violator must be apprehended, police are required to effect an arrest and only such physical force as is necessary to consummate the action may be employed.
6. Police, as enforcers of the law, must not themselves break the law.
7. Police must act within the restrictions placed on them by the law as interpreted by the courts.
8. Police have no choice as to which laws shall be enforced nor when except that discretion residing in the intelligent and trained judgment of the individual officer as he interprets the situation.<sup>7</sup>

Concern and confusion on the part of the police and their publics regarding the question of the role of the police in American society is a prevalent and exacerbating phenomenon today. However, the continuously changing American society, along with the resulting complexity of problems

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<sup>6</sup>Ibid., p. 133.

<sup>7</sup>Ibid., p. 149.



which now face police organizations, are not matters solely for the concern of municipal police agencies. "In many respects, much the same problems apply to our military police organizations."<sup>8</sup>

Police within the military establishment experience similar problems on a daily basis as do municipal police agencies. When the comparison between municipal police and military police is made it can be viewed as a comparison of the role of the police in two distinct societies.

### The Military Establishment

This concept of the military comprising a separate society within the greater American society is perhaps what prompted Janowitz to say that:

The intimate social solidarity of the military profession, which civilians often both envy and resent, is grounded in a peculiar occupational fact. Separation between place of work and place of residence, characteristic of urban occupations, is absent. Instead, the military community is a relatively closed community where professional and residential life have been completely intermingled. The sharp segregation between work and private life has been minimized in the military occupation.

The organization revolution in the military establishment has gradually altered social relations within the military community. A combination of developments has enlarged the military community . . . there is an

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<sup>8</sup>T. J. Newnam, Lt. Col. (USAF) and T. A. Fleek, Lt. Col. (USAF), "The Air Force Approach to Professional Police Management," The Police Chief, 34:31, May, 1967.

increasing trend toward the civilian pattern of separation of work and residence, because the military base is no longer able to accommodate all personnel.<sup>9</sup>

This increasing trend which Janowitz referred to in 1960 has developed to the extent that involvement of military personnel and their dependents, in their capacity as private citizens, in the affairs of civilian communities adjacent to military installations is a common place occurrence today. Changes in military life and changes in the society from which the military policeman comes are closely linked. The military policeman and the municipal policeman are both products of the same social system. To effectively understand the relevancy of this observation it is important to realize that:

It is a fundamental error to assume that the military establishment is some sort of self-contained organism which digests and assimilates foreign bodies. Such an image implies that the military is a vestigial appendage rather than an organ of contemporary society. The sociological perspective does not deny the unique characteristics of the military establishment, nor does it overlook the respects in which the military may lag behind civilian society.

It does, however, affirm that the orientation which the civilian society gives to recruits--officers and enlisted men--will either assist or retard their assimilation of military roles. It affirms also that the professional cadres who have the responsibility of training new personnel have a definition of their job which comes from the basic value of civilian society.<sup>10</sup>

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<sup>9</sup> Morris Janowitz, The Professional Soldier (New York: The Free Press of Glencoe, 1960), pp. 177-178.

<sup>10</sup> Morris Janowitz, Sociology and the Military Establishment (New York: Russell Sage Foundation, 1959), p. 45.

The military establishment of today is vastly different from that of yesteryear. It has undergone an extensive metamorphosis. Despite the significant changes, ". . . membership in the military means participation in an organizational community which regulates behavior both on and off the 'job.'"<sup>11</sup> In the United States Air Force it is the Security Police who are given the task of formally regulating much of the overt behavior of military personnel--both "on and off the job."

#### USAF Security Police

The scope of the Security Police mission in the Air Force varies at different installations. However, the basic mission requires the Security police:

- a. To protect the Air Force combat capability. . . .
- b. To provide security for Air Force installations and resources.
- c. To maintain military law and order.
- d. To operate and administer installation confinement and retraining facilities.
- e. To assure the safeguarding of classified information and material in the custody of military units and DOD contractors.

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<sup>11</sup>Ibid., p. 44.

- f. To provide for personnel security, classification management, and censorship requirements.<sup>12</sup>

This study concerns itself with only one portion of the Security Police mission, that of enforcement of laws and regulations. The law enforcement mission of the Security Police is closely identifiable with the duties and responsibilities of their civilian counterparts--the municipal police. There are some differences in the law enforcement orientation of these two agencies, but each can be viewed as the chief social control agency within their society. That both have numerous problems which continue to confront them cannot be denied. One such problem is that of effectuating and maintaining a good relationship between themselves and the communities they serve. This is a problem of mutual concern and interest. The state of the relationship of the municipal police with their communities is of greater concern and has more serious implications for them than does the situation which besets the Security Police. However:

Community relations, even on an Air Force Base, are of continuing concern--emphasizing the helpful, protective role of the Security Police rather than the possible image of public persecutors. And then there is a continuing variety of nuisance assignments--delivering messages, picking up stray dogs, running errands--the routine community service duties generally expected of

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<sup>12</sup>Air Force Regulation 125-1, "Functions and Organization of the USAF Security Police Activities," Washington, D.C.: Department of the Air Force, 29 May, 1967), p. 1.

any police force and never provided for in the manning authorizations.<sup>13</sup>

The police-community relations dilemma which exists today throughout American society has serious implications for the continued orderly administration of justice. The implications are pertinent to the military community as well as to the civilian community. Consequently, this study is concerned with USAF Security Police-community relations and not merely police "and" community relations.

The hyphenization of the term police-community relations implies a relationship and a dynamic pattern of interaction between the police and the community. No single pattern of interaction is possible when there are a multitude of individual and collective "actors" in such a dynamic relationship. In such a process, there is diversity not only in the individuals and groups involved, but also in the roles which each of these may assume in a given situation. That there are "problem areas" or "points of irritation" in such a process of interactions is, of course, obvious.<sup>14</sup>

#### Police-Community Relations Defined

Generally defined, police-community relations means "the sum total of the many and varied ways in which it may be emphasized that the police are part of and not apart

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<sup>13</sup>Newnam and Fleek, op. cit., p. 43.

<sup>14</sup>President's Commission on Law Enforcement and Administration of Justice, The Police and the Community (Volume II, Washington, D.C.: United States Government Printing Office, October, 1966), p. 87.

from the communities which they serve."<sup>15</sup> Many different sociological definitions of the term "community" have been given in the past.<sup>16</sup> However, for purposes of this study, the definition given by Coates and Pellegrin will be utilized. To them, the term "community" may be defined as:

. . . territorial groupings within which most if not all of the goods and services necessary for the maintenance of life are to be found. So defined, a community consists of a relatively large number of people who reside in an area and who carry out their day by day activities within the context of community groups, institutions, and organizations. Their needs for shelter, clothing, food, water, medical care, spiritual guidance, intellectual improvement, justice, and so forth are all normally met without having to leave the confines of the community.

Stated otherwise, a community consists of a territorial grouping within which all of the usual institutional functions are performed. The following list enumerates the institutional functions ordinarily existing in a community.

1. Domestic or familial functions.
2. Economic functions.
3. Governmental functions.
4. Educational functions.
5. Religious functions.
6. Recreational functions.
7. Health and welfare functions.

If a territorial group is a community, all of these types of functions will be performed within its boundaries.

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<sup>15</sup>Nelson A. Watsen (ed.), Police and the Changing Community (Washington, D.C.: International Association of Chiefs of Police, 1965), p. 122.

<sup>16</sup>For a discussion of several of these definitions see George A. Hillery Jr., "Definitions of Community: Areas of Agreement," Rural Sociology, 20:111-123, June, 1955.



It would therefore be possible for an individual to live out his life without ever leaving its confines.

There is a second way in which the concept of community is frequently employed. A community is not only a collection of individuals, groups, and organizations which perform institutional functions, but in a sense it is also a "state of mind." Within a community, people ordinarily share a common culture or practice a common way of life. There exists a kind of "community of fate" among community residents, since certain things may benefit, and other things may harm, them all.<sup>17</sup>

### Elements and Assumptions of a Community Relations Program

Accepting this detailed definition of a community one must next turn to the elements of a community relations program. The Dictionary of United States Army Terms contains a definition of what constitutes a community relations program which is equally applicable to defining what constitutes a municipal police-community relations program as well as a USAF Security Police-community relations program. According to the philosophy of the United States Army, a community relations program is:

. . . that command function which evaluates public attitudes, identifies the mission of a military organization with the public interest, and executes a program of action to earn public understanding and acceptance.<sup>18</sup>

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<sup>17</sup>Charles H. Coates and Roland J. Pellegrin, Military Sociology: A Study of American Military Institutions and Military Life (University Park, Maryland: The Social Science Press, 1965), p. 373.

<sup>18</sup>United States Army Regulation 320-5, Dictionary of United States Army Terms (Washington, D.C.: Department of the Army, April, 1965).

The failure of the police and those communities they police to support each other and to effect a harmonious and effective police-community relations program has created the present day dilemma. In recent years greater emphasis has been placed upon the development of effective police-community relationships. According to Professor Louis Radelet, Director of the National Center on Police and Community Relations, these recent developments include several key assumptions. Foremost among these assumptions are the following:<sup>19</sup>

1. The law enforcement officer plays a crucial role in the survival of our system of government by law and in the maintenance of orderly social relations, ideally expressed in the phrase "ordered liberty with justice." Equal protection of the law is an extension of this principle, with its implication of respect for the rights of individuals as individuals.

2. Professional law enforcement work requires special skills and knowledge, and demands exceptional standards of personal conduct and attitude.

3. The unprecedented pace of social change in our time, particularly as it affects people-to-people relationships in the urban complex with its growing concentration

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<sup>19</sup>Comments derived from a series of lectures given by Professor Radelet to students in a graduate course on Police and Community Relations at Michigan State University during the Fall term 1967.

of people, has created numerous problems in community relations which have great impact on law enforcement policies and practices.

4. The administration of justice is the responsibility of the total community. Citizen involvement, with a sense of vital social and moral consequence, is a significant by-product of the dialogue engendered in police and community relations programs. Individuals learn from one another as they develop respect for those who are in some ways different from themselves.

5. The improvement of the relationship between the police and the community is not an end in itself. The police and community relations concept can be directed to programs in crime prevention, delinquency prevention and control, traffic safety, the control of vice and organized crime, or a variety of other matters in which the police and other administration of justice entities, along with other community services and organizations, share a common cause and concern.

#### Why This Survey?

Hand in hand with the emergence of these developments have come the proliferation of surveys and research projects which have studied police attitudes toward citizens, police perceptions of citizen attitudes toward their

police, and vice versa. These studies have been undertaken on behalf of the President's Commission on Law Enforcement and Administration of Justice and under the sponsorship of federal grants, various foundations, numerous universities, and many other agencies. However, no comparable research study has been undertaken to ascertain the attitudes of the military police toward their communities and their perception of their communities' attitude toward them.

Perhaps the lack of empirical research into this area of the law enforcement establishment is because the military police and the municipal police share a common law enforcement goal and a common police image. As has previously been suggested, these two agencies can be viewed as the chief social control agency of two distinct societies or of a central society and its "sub-society." Consequently, researchers may have assumed that every aspect of their findings applied equally as well to the law enforcement functions of the military police. As a result of this lack of empirical research into such a socially significant area, there exists a void where there should be knowledge of military police attitudes and perceptions pertaining to the communities serviced by the military. Therefore, the purpose of this study is to attempt to fill this void with some meaningful and relevant data relating to the attitudes of the military police. This study concerns itself with

the attitudes of United States Air Force Directors/Chiefs<sup>20</sup> of Security Police in regard to USAF Security Police-Community relations.

Throughout this study reference is made interchangeably to "military police" and "Security Police." The reader should regard all references to the military police as a specific reference to the United States Air Force Security Police. The law enforcement responsibilities of the United States Army Military Police and the military police units of the other branches of the armed forces are essentially identical. They vary only as the peculiarities of the respective policies, practices, and "missions" of the branches of the armed forces vary. The symbiotic relationship of this study of Air Force Security Police attitudes to the attitudes which may prevail within the United States Army Military Policy Corps or within the military police units in the other branches of the armed forces can only be subjected to conjecture and theoretical assimilation. The most relevant aspects of this study rests upon the fact that it is an initial attempt to obtain a national sample of military police attitudes and perceptions and upon the significance, if any, of the survey's findings.

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<sup>20</sup> See Appendix C for definition of term.

National Survey: Methodology  
and Assumptions

This national survey was conducted utilizing a mailed, self-administering questionnaire. The questionnaire was mailed to the Director/Chief of Security Police of every Air Force installation located within the continental limits of the United States and designated as an Air Force Base.<sup>21</sup>

The underlying assumptions which permeated the conduct of the survey and influenced its formulation are twofold. First, that there are similarities between the functions of the municipal police establishment and the police within the military, specifically the United States Air Force Security Police, and that one such functional similarity and area of mutual concern is police-community relations. Second, that the Security Police, unlike their civilian counterparts, the municipal police, have a much more complex "police-community" responsibility. The USAF Security Police-community relations spectrum is conceived as a three legged stool with each leg being a separate "community" supporting a cushion upon which rests the

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<sup>21</sup>Within the Air Force organizational structure the Director/Chief of Security Police is the senior Security Police officer assigned to the installation. In this regard, he is equivalent to the Chief of Police of a municipal police department.

scales of justice embodied in the precepts of the American Criminal Justice System. Were one leg to collapse, the resulting malfunctioning of the police establishment would place this system in a precarious situation and would threaten the dispensing of equal justice to all. These three "communities" are: (1) the military community which is composed of married military personnel and their dependents who live in the installation family housing areas and single military personnel who are quartered in the enlisted barracks or the bachelor officer's quarters; (2) the civilian police community--the local municipal police agencies; and (3) the civilian community which is composed of those non-military personnel who visit the installation or those whom the Security Police encounter in situations where there are Security Policemen assigned "town patrol" duties within the civilian community to assist the municipal police in controlling military personnel.

#### Organization of This Report

The presentation of the results of this national survey is the reason for this report. In order to establish an adequate background and to lend credibility and significance to the survey's findings, the material in Chapter II is included as a brief documentation of the existence of the police-community relations dilemma that now faces the law enforcement establishment throughout this nation.

Chapter III is a comparison of the mutual interest and responsibility of the municipal police and the Security Police as they pertain to the current police-community relations dilemma.

Chapter IV discusses the survey instrument: the mailed, self-administering questionnaire. The purpose of the survey and the rationale supporting the individual questionnaire items are discussed in-depth as a prelude to the analysis of the data generated by the survey.

In Chapter V the results of the national survey are qualitatively and correlatively presented. The significance of the findings and conclusions are discussed and the implications of the current status of the United States Air Force Security Police-community relations are fully explored. The symbiotic inference of the relationship of these findings to the entire military police establishment of the armed forces is also discussed.

The final chapter is a brief summary of the pertinent aspects of the previous chapters. The significance of the national survey as the first step in filling the void created by the heretofore lack of empirical research into the attitudes and perceptions of military police is stressed. The conclusion is logically drawn that, to provide the basis for meaningful action by the United States Air Force or the other branches of the armed forces,



further research is needed. A more extensive in-depth study needs to be undertaken which will consider the attitudes of all military policemen, i.e., officers who are not Directors/Chiefs, enlisted personnel, and those military police within the other branches of the armed forces.

## CHAPTER II

### THE POLICE-COMMUNITY RELATIONS DILEMMA

Within the spectrum of police-community relations there are countless components. Any of these components are capable of rupturing the delicate balance existing between the police and the society policed or are capable of reinforcing the cohesion which binds a community together. This chapter is not an attempt to treat in detail the many facets of the dilemma which now faces communities of all sizes and police departments everywhere. Rather, this chapter simply documents the existence of the dilemma by highlighting those aspects which, over the past few years, appear to have had the greatest impact upon the police and their communities.

#### I. THE DILEMMA

The essential objective of justice and the American Criminal Justice System is: "fair treatment of every individual--fair in fact and also perceived to be fair by those affected. . . ."<sup>1</sup> Despite the presence and general acceptance of these objectives, the police, both municipal and

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<sup>1</sup>President's Commission on Law Enforcement and Administration of Justice, The Challenge of Crime in a Free Society (Washington, D.C.: United States Government Printing Office, 1967), p. viii.

military, and their local and national communities have not been able to develop and maintain a good relationship. The truth of this police-community relations dilemma is that:

The relations between police, public, and press are one of those intangibles of democratic government which are, nevertheless, one of its essential ingredients. . . . They form a reciprocally influencing system.<sup>2</sup>

These reciprocally influencing systems are now at odds with each other. As a result of many incidents, riots, allegations, misunderstandings, and all too often, the lack of adequate communication with their communities, the police today are struggling to improve their relationship with the communities they serve. Thus far, the struggle has been characterized by conflict and frustration.

When the policeman's goals are thwarted he becomes frustrated and seeks a convenient scapegoat or cause of his problems. Too often, though sometimes correctly charged, the public is held responsible. Likewise, when police responsibilities are not fulfilled, the hue and cry of the public resounds throughout the community. This situation has caused some police administrators to remark that: "Fortunate are the police who have the support and cooperation of the public."<sup>3</sup>

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<sup>2</sup>John Coatman, C.I.E. Police (London: Oxford University Press, 1959), p. 152.

<sup>3</sup>Institute For Training In Municipal Administration, Municipal Police Administration (Fifth edition; Chicago, Illinois: International City Managers' Association, 1961), p. 457.

Today there is a conflict between the police and the public they serve. Many citizens do not understand police problems, authority, and limitations. On the other hand, police themselves do not clearly understand their role in the community. Faulty communication, or the lack of communication, between the police and the community they serve becomes the ultimate result of this dilemma.

Unfortunately, this problem is not restricted to the large metropolitan communities with their "professional" police departments. Even the smaller communities with their "traditional" and community oriented police departments are embraced by a hostile environment. The significance of this situation can perhaps be better understood when one realizes that within many American cities which proudly boast of their professional police departments there exists at least as serious problems in the area of police-community relations as there exists in the smaller communities and cities with less "professional" police departments. Why is this happening? To answer that question one scholar hypothesizes that:

The reasons appears to be because professional departments have emphasized efficiency over closer relations with the people they are policing. For example, traditionally, police officers have patrolled on foot until they saw or were notified of a crime or other occurrence needing their services. Such officers would talk to residents, and human relationships would naturally develop. Professional police departments, in contrast, have almost entirely replaced foot with

motorized patrols, as the latter can cover much more area.<sup>4</sup>

Anyone interested in determining the extent of the problem existing between the police and their communities need only pick up any newspaper and he will undoubtedly find some headline or editorial proclaiming that the police are failing to do their job.

### Police/Public Brutality

One peculiar sociological problem, that of police brutality, is often cited by the public and used as fuel for the fire of dissatisfaction and poor police-community relations. Adding fuel to this fire is the increasingly occurring counter-charge of public brutality which the police, or those sympathetic to the police, levy against society. To them, the public is brutal because it fails to understand the true nature and function of the police. However, charges and counter-charges and actual practices of police brutality are not recent. Kimball Young and Raymond W. Mack have reported that brutality and the third degree have long been identified with the municipal police

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<sup>4</sup>Bruce J. Terris, "The Role of the Police," The Annals of the American Academy of Political and Social Science, 374:63, November, 1967.

of the United States since their inauguration in 1844.<sup>5</sup> These aspects of police activity have been subject to exaggeration, repeated exposure, and virulent criticism.

#### Citizen Review Boards

The recently raging controversies over the desire of the public to institute external control over municipal police departments through creation of citizen review boards and the strong protest and resentment to such boards on the part of the police has further intensified the poor relationship which exists between the police and their communities. This aspect of the police-community relations dilemma has not plagued the military police establishment. Since their inception, the military police have had a comparable citizen review board within their military organization. In the military, the Inspector General is charged with the duty and responsibility to review all complaints levied against commanders and/or military organizations. In this regard, the Inspector General has actually served as an Ombudsman for the military since he has the power vested in him to handle all complaints made by military

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<sup>5</sup>Kimball Young and Raymond W. Mack, Principles of Sociology (New York: American Book Company, 1965), p. 257.

personnel or civilian personnel against any organizational element--be it the military police or a maintenance unit.<sup>6</sup>

The public is now demanding that they be given greater control over their police agencies and the police are more and more developing the view that they are isolated from their communities and that the public has failed to understand them. Yet the fire of misunderstanding and distrust continues to rage seemingly out of control.

### Headlines and Editorials

In March, 1965 an editorial appeared in The Saturday Evening Post which succinctly expressed the existence of the problem and suggested one of its many causes. The editorial proclaimed that:

Every time there is a fall from grace, it is the more shocking because it is the law itself that has fallen. If a shoe salesman or a basketball player joins the John Birch Society, we pay no heed, but there are headlines when policemen in New York, Pennsylvania, and California are found to belong. . . . When it is a policeman who accidentally shoots a bystander on a

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<sup>6</sup>For a more thorough discussion of the Ombudsman concept see Walter B. Gellhorn, When Americans Complain (Cambridge, Massachusetts: Harvard University Press, 1966); Charles S. Archer, "The Grievance Man or Ombudsmania," Public Administration Review, 27:174-178; P. K. Whisenand and G. T. Felkenes, "An Ombudsman For Police," The Police Chief, 34:18-27, November, 1967; and Larry J. Runge, "The Ombudsman--Solution to the External Review Controversy," unpublished "B" paper presented in partial fulfillment of the requirements for the Master of Science Degree in Police Administration at Michigan State University, August, 1967.

city street, we feel the more threatened because the wound was inflicted by a man we expected to protect us. And when police announce that a confessed murderer is "the right guy," and then we learn almost a year later that the confession was false, we feel the truth has been violated by the men sworn to determine and uphold that truth.<sup>7</sup>

It is just such editorials and banner headlines which enlarge the gulf between the police and their communities. Other books, articles, and editorials highlight each and every scandal or act of misconduct of policemen or police departments. This tends to lower their esteem in the eyes of the community. Still other articles report the results of poor police-community relations. One such article, a Time editorial, reported that:

Philadelphia and Detroit (along with New York City) reported an alarming increase in the number of attacks against policemen. In Los Angeles, where such assaults have almost tripled in recent years, some 300 cop fighters were prosecuted in the past year; their weapons ranged from nail-studded boards to soggy garbage and (in a home for delinquent girls) bedpans. . . . Police expect occasional resistance from persons under arrest--but nothing like this. "The police cannot fight crime and the public at the same time," protests New York Police Commissioner Michael J. Murphy. And New York Magistrate Aaron Goldstein says in shocked bewilderment: "I don't know what kind of animals we have in this town. Is there no respect? Is there no decency?"<sup>8</sup>

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<sup>7</sup>"The Policeman," The Saturday Evening Post, 238:100, March 13, 1965.

<sup>8</sup>"Is There No Respect?," Time, 78:24-25, September 8, 1961.



## Police Criticism

Criticism of the police and of police tactics has not been limited to the average citizen or the press or the scholarly. Lawyers and judges, who themselves are components of the American Criminal Justice System, would restrict the police. David L. Bazelon, Chief Judge of the United States Court of Appeals for Washington, D. C. is typical of the legal opposition directed against the police. In a letter to the United States Attorney General, Judge Bazelon took exception to police tactics, particularly detention of citizens. In excerpts of the letter which were published in U.S. News and World Report, he would restrict such practices in order to insure that "the administration of criminal justice should avoid invidious discrimination. . . ." <sup>9</sup> The public tends to view such criticism by lawyers and judges as a reinforcement of their belief that the police are inept and/or poorly organized.

## "Crime Commission's" Observations

Recognizing the implications of continued poor police-community relations, the report by the President's Commission on Law Enforcement and Administration of Justice states that:

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<sup>9</sup>"U.S. Judge Would Restrict Police," U.S. News and World Report, 59:66, August 16, 1965.

Despite the seriousness of the problem today and the increasing challenge in the years ahead, the central conclusion of the commission is that a significant reduction in crime is possible if the following objectives are vigorously pursued: . . .

Third, the system of criminal justice must eliminate existing injustices if it is to achieve its ideals and win the respect and cooperation of all citizens. . . .

Seventh, individual citizens, civic and business organizations, religious institution, and all levels of government must take responsibility for planning and implementing the changes that must be made in the criminal justice system if crime is to be reduced.<sup>10</sup>

That the police must "win" the respect of the citizenry and the citizenry must realize that they have a responsibility toward the police is a challenge which has not been fully met either by the municipal police, the military police, or the publics they serve.

In order to accept the commission's challenge the police, as well as the public, must first attempt to understand the nature and origin of some of the causes of their mutual distrust and hostility. This last decade is replete with documentation to show how much of a dilemma really exists within the police-community relations spectrum.

## II. SUMMARY

The current status of the police-community relations dilemma aptly points out that too often citizens do not

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<sup>10</sup>President's Commission, op. cit., p. vi.

understand police problems, authority, and limitations and that, at the same time, police themselves do not clearly understand their role in the community. This situation is at the heart of the current dilemma. In documenting the existence of this dilemma the following highlights were discussed:

1. The charges and counter-charges of police/public brutality.
2. The citizen review board controversy.
3. Editorials and banner headlines in the press which have enlarged the gulf between the police and their communities.
4. The prevalence of criticism of the police by average citizens, the press, the scholarly, lawyers, and judges.
5. The report of the President's Commission on Law Enforcement and Administration of Justice which pointed out the seriousness of the problem and challenged the police to "win" the respect of the public and challenged the public to realize its responsibilities toward the police.

What Quinn Tamm, Executive Director of the International Association of Chiefs of Police, had to say in 1965 can still be said today and perhaps with even more dismay. When referring to the prevalence of charges of police brutality and the poor public image of the police, he is reported to have said:

I know of no period in recent history when the police have been the subject of so many unjustified charges of brutality, harassment and ineptness. It almost seems that the better we do our job of enforcing the law the more we are attacked. The more professional we become, the more effective we become and the more effective we are, the more we impinge upon the misbehavior of society.<sup>11</sup>

If the municipal police agencies and if the military police establishment are to become an integral part of the communities they serve, they and the community must recognize the existence of this dilemma for what it is-- a most serious threat to the achievement of their goal of maintaining order in society for the safety, preservation, and benefit of society--and attempt to eradicate their problems. No greater summary of the current problem could be given than to repeat what the President's Commission on Law Enforcement and Administration of Justice had to say about the status of the nation's police and community relations. The commission said:

This is the problem that is usually--and politely--referred to as "police-community relations." It is overwhelmingly a problem of the relations between the police and minority-group community, between the police and Negroes, Puerto Ricans, and Mexican-Americans. It is as serious as any problem the police have today.<sup>12</sup>

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<sup>11</sup>David Stahl, Frederick B. Sussman, and Neil J. Bloomfield, The Community and Racial Crises (New York: Practicing Law Institute, 1966), p. 120.

<sup>12</sup>President's Commission, op. cit., p. 99.

This dilemma faces communities of all types and sizes. The heterogeneity of American society has produced many different social groups, classes, and communities. There is really not "one" community but many communities which the police serve on one hand and contain on the other.<sup>13</sup> The police themselves constitute many types. Regardless of their differences, the police share a common concern with the status of their relationship with the communities they serve. One type of policeman is the military policeman. To be sure, he is different from most municipal police officers. But, at the same time, the military police establishment and the municipal police are affected by the current police-community relations dilemma and are equally concerned over the status of their relationship with their communities.

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<sup>13</sup> See Marvin E. Wolfgang, "The Police and Their Problems," Police, 10:52, March-April, 1966.

### CHAPTER III

#### MUNICIPAL POLICE VERSUS USAF SECURITY POLICE

In order to adequately understand the ensuing comparison of the mutual interest and responsibilities of the municipal police and the military police establishments as they pertain to the current police-community relations dilemma, it is first necessary to point out that despite the difference in their law enforcement orientation, the municipal police agencies and the police within the military establishment share a common law enforcement goal. They, of necessity, also share a common concern pertaining to their maintenance of a good relationship with the communities they serve.

Municipal police agencies are given the responsibility to function as the chief social control agency within the communities they serve. Their task is the maintenance of order within their community for the safety, preservation, and benefit of that community. The police within the United States Air Force also function as the chief social control agency and have a similar goal even though their law enforcement orientation differs from that of the municipal police. Although their power and authority

is limited by Federal statute, the military police must also maintain order within the confines of the military installation--their immediate community--for the safety, preservation, and benefit of the installation.<sup>1</sup>

The military installation represents a different sort of community from that which municipal police agencies normally encounter. The installation is a "community" which exists along side the larger civilian community. Being adjacent to each other, these two communities develop a symbiotic relationship--each are dependent upon the other, in the police sense, to preserve order in society.

The Security Police, unlike the municipal police, perform several functions in addition to their law enforcement responsibilities. However, this study is only concerned with their mutual law enforcement duties and responsibilities.

#### Areas of Common Concern

In maintaining law and order within the military community a Security Policeman:

Enforces standards of conduct and adherence to laws and regulations. Apprehends violators of military regulations and accepts custody of military personnel apprehended by civil police or other law enforcement agencies. Conducts investigations of minor offenses,

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<sup>1</sup>See Appendix A, "The Posse Comitatus Act," p.147.

and traffic accidents and reports findings. Guards scenes of disaster. Directs and routes pedestrian and vehicular traffic at congested points and enforces traffic regulations. Performs off base patrols and quells disturbances involving military personnel. Controls spectators at special events.<sup>2</sup>

The similarity of the Security Policeman's law enforcement duties and responsibilities to those of the municipal police are readily discernible from the above description and should aptly point out that they indeed do share a common goal.

The municipal police and the military police additionally share a common concern pertaining to their maintenance of a good relationship with the communities they serve. In many cases the community serviced by a municipal police agency includes military personnel. Municipal police agencies in communities adjacent to a military installation primarily regard military personnel as part of the community they serve; although in many cases the jurisdiction of the municipal police does not extend beyond the boundary of the installation. Military personnel, though living more or less in a "closed community," become a concern of the municipal police when they leave the confines of the military installation and intermingle within the civilian community. Therefore, to effectively accomplish their goal, it is

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<sup>2</sup>Air Force Manual 39-1M, Airman Classification Manual (Volume II, Washington, D.C.: Department of The Air Force, 1 July 1967), p. 81-7.



essential that the municipal police effectuate and maintain a good relationship with the overall community as well as with each segment comprising the community.

Military personnel sometimes pose problems of a special nature because of their military communal environment. Most of the military man's needs can be adequately satisfied on the military base. Consequently:

. . . his activities in the civilian community revolve mainly around his search for off-duty recreation. It is worthy of note that he is often not only in search of diversion, but seeking liberation from the restrictive controls of military living. This fact underlies much of the tension between military personnel and community residents.<sup>3</sup>

The task confronting the Security Police as they function within the police-community relations dilemma is compounded by the uniqueness of the "community" with which they must deal. The problem is threefold because, in essence, the Security Police have three "communities" which they must serve and with which they must effectuate a good relationship. First, the Security Police have a responsibility to the military community--those individuals living within the confines of the installation and residing in the military housing areas. Married personnel and their dependents live in the family housing areas and single

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<sup>3</sup>Charles H. Coates and Roland J. Pellegrin, Military Sociology: A Study of American Military Institutions and Military Life (University Park, Maryland: The Social Science Press, 1965), p. 390.

personnel are quartered in the enlisted barracks and the bachelor officer's quarters.

Because military people share a common culture and practice a common style of life, and because there is a certain social solidarity which exist within the military group, it is possible to consider the base a community in the psychological sense as well as in terms of the functions it performs . . . isolation of the military community in the past had the effect of developing among military men and their families a distinctive way of life and a feeling of community.<sup>4</sup>

Second, the Security Police have a responsibility to effectuate a good relationship with the civilian law enforcement "community"--the municipal police agencies. Third, the Security Police have a responsibility to effectuate a good relationship with the non-military citizens of the neighboring communities which constitute their civilian "community." These are the civilians who visit the military installation and those whom the Security Police may encounter in situations where a military "town patrol" exists to assist the municipal police in controlling the activities of military personnel within the civilian community. In each case it is essential that the Security Police also effectuate and maintain a good relationship with each segment of the communities they serve.

In light of the above comments, it should be evident to the reader that the municipal police and the Security

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<sup>4</sup>Ibid., p. 378.

Police do, in fact, share a common law enforcement goal and a common "police image." This common goal causes them to have a common concern with the current police-community relations dilemma. It concurrently causes them to realize the necessity of establishing and maintaining a good relationship with the communities each serves.

To discuss this dilemma in the context of municipal police concern and Security Police concern calls for an a priori conceptual design and an empirically oriented methodological approach. The design and approach which will be utilized will be that of a comparative analysis of these two police establishments as they function within the current police-community relations dilemma.

It is an acknowledged fact that the police are continuously thrust into the eyes of the public today more-so than at any other time in the history of this nation. This phenomena can partly be attributed to the fact that public attitudes toward all public service institutions have intensified. This fact, along with the significant technological progress in law enforcement, the headlining of police activities by the press, and the changing social climate of society brought about by its increased mobility has helped to create the current problem between the police and their communities.

For purposes of this study, five of the more significant "reasons" why the police and the communities policed are at odds with each other are presented as categories in which municipal police concern and Security Police concern with the police-community relations dilemma can be comparatively analyzed. This conceptual approach provides relevant and meaningful categories for the analysis of the police-community morphology and the municipal and Security Police dynamics. The formulation of these "reasons" is the product of an intensive analysis of the numerous opinions that have been postulated by law enforcement officials, scholars, and the public in the many books, articles, and statements that have been issued concerning the subject.

The extensiveness and dynamics underlying each of these categories are such that a complete and thorough treatment would require numerous volumes. Consequently, only a limited analysis of these reasons are discussed. In no way can these oversimplified reasons be regarded as all inclusive or as the only reasons. These categories include: (1) the nature of the police function and the lack of public understanding of that function; (2) the police adversary concept: that the police and those policed are natural enemies; (3) the lack of police professionalism; (4) rigid police procedures and the uncertainty

of the law; and (5) police organizational inadequacy to deal with the problem.

These five reasons accounting for the police-community problems are only a few of the many and varied reasons. In Municipal Police Administration an excellent summary of other reasons causing poor police-community relations is given. The authors say that:

There is a combination of: (1) hostility toward authority; (2) suspicion of policemen and police methods; and (3) disrespect for policemen's abilities and integrity. This is why the public, in general, tends to be sympathetic to anyone apprehended by the police. . . . Public hostility is an unhappy heritage for today's police departments, the good ones as much as the bad. One of the barriers to improved police units has been low public expectations, in terms of integrity and ability, from their policemen. This expectation is reinforced each time there is a public relations failure by the policeman or his department<sup>5</sup>

#### I. NATURE OF THE POLICE FUNCTION

It has been said that there has been an appalling lack of information on the part of the public concerning the caliber of their police and the condition under which the police have been operating.<sup>6</sup> A comparable situation

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<sup>5</sup>Institute for Training in Municipal Administration, Municipal Police Administration (Fifth edition; Chicago, Illinois: International City Managers Association, 1961), p. 476.

<sup>6</sup>G. Douglas Gourley, Public Relations and the Police (Springfield, Illinois: Charles C Thomas, 1953), p. 105.

has often occurred where the police have perceived a section of the population as not belonging to their own particular society. Where this has been the case in either instance, the communication process has been extremely difficult because a common frame of reference and similar attitude has been lacking.<sup>7</sup> This lack of communication has produced feelings of alienation on the part of the police; public expectations of the police which are at variance with the police function; and the police conceiving themselves as pariahs.

### Feelings of Alienation

Throughout American society today there has arisen a problem of tremendous importance. This is the problem of alienation, where large segments in our population feel that they have been cut off from the mainstream of American life. By the very nature of their policing function and compounded by the lack of public understanding of that function, the police are fast becoming one of those segments of the American population that feels alienated from the mainstream of American life.

The character of the policeman's work has more and more led him to become less desirable as a friend, since

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<sup>7</sup>Michael Banton, The Policeman and the Community (New York: Basic Books, Inc., 1964), p. 172.

norms of friendship normally would tend to indicate or involve others in his work. Accordingly, the omnipresence of danger has isolated the policeman socially from the segment of the citizenry which he has come to regard as symbolically dangerous. It has also tended to isolate the policeman from the conventional law-abiding citizenry with whom he identifies.

The element of the policeman's authority reinforces the measure of danger inherent in isolating the policeman. The fact that he considers the whole world his audience intensifies the need for isolation. A recent survey reflects that police encounter considerable difficulty in making friends outside the police force. The survey also revealed that most police felt that the public was reserved, suspicious, and constrained in conversation.<sup>8</sup>

Another researcher has identified the following four reasons why police feel isolated: (1) heavy incident of violent crime; (2) high proportion of "cop haters"; (3) shoot first, ask questions afterwards tactics police have to use on occasion; and (4) low prestige of police work. He also remarks that to the extent that policemen share the same experiences of receiving hostility from

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<sup>8</sup>Jerome H. Skolnick, Justice Without Trial (New York: John Wiley and Sons, Inc., 1966), pp. 44-50.

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the public, they tend to be drawn closer together and to become dependent upon each other. Thus the police usually, according to this study, show a high degree of occupational solidarity. But "the solidarity appears to have been attained at the expense of good police-community relations and 'intercommunication.'"<sup>9</sup>

This feeling of alienation has not failed to permeate a significant part of the military establishment. In the past, military personnel were characterized as being "outside the main currents of American life."<sup>10</sup> Yet another characterization recalled that:

. . . except for some inevitable contacts with outside agencies and persons, life was circumscribed by military duties customs, rituals, and social activities. 'They lived apart in their tiny secluded garrisons much after the manner of military monks and they rarely came into contact with the mass of our citizens.' In short, our armed forces became in peace time highly organized and artificial communities set apart from civilian society.<sup>11</sup>

The present day situation has not significantly altered the feeling of alienation even though military personnel now intermingle within the civilian community as a matter of daily routine. Yet, as recently as 1959 and 1960

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<sup>9</sup>Banton, op. cit., pp. 52-58.

<sup>10</sup>Burton M. Sapin and Richard C. Snyder, The Role of the Military in American Foreign Police (Garden City, New York: Doubleday and Co., 1954), p. 20.

<sup>11</sup>Coates and Pellegrin, op. cit., p. 379.

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scholars were still writing about the isolation and alienation of the military. In writing about the applicability of sociological methodology within the military establishment, Morris Janowitz, as in somewhat of a prelude to his monumental research into the phenomena of the professional soldier, commented about the alienation of the military.

He said:

The relatively low prestige of the military in the eyes of civilians conditions the conception that the military profession holds of itself. The military takes over this civilian image, with the result that the military exhibits extreme status sensitivity. The concern with status of the military professional is to be traced not only to the hierarchical organization of the armed forces. The military behaves very much like any other minority or low-status group.<sup>12</sup>

To this lament Professor Mansfield adds:

At the bottom of the hierarchy, soldiers in uniform are sharply segregated from the rest of society. The uniform itself accomplishes this in part. Housing and employment on military bases surrounded by wire fences and monitored by sentries reinforce the separation. (No modern commander would want to violate the prohibition embodied in the Third Amendment to the Constitution, that "no soldier shall, in time of peace be quartered in any house, without the consent of the owner. . . .") Most of all, the system of discipline that vests in his commanding officer the disposal of all his waking and sleeping hours sets the soldier apart. The government must accordingly provide . . . for virtually everything.<sup>13</sup>

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<sup>12</sup>Morris Janowitz, Sociology and the Military Establishment (New York: Russell Sage Foundation, 1959), p. 35.

<sup>13</sup>Harvey C. Mansfield, "Civil-Military Relations in the United States," Current History, 38:23, April, 1960.

Even though these comments were made a few years ago, they can be repeated today with as near veracity. When this general military feeling of alienation is considered in reference to the Security Police, perhaps one can then imagine how much more alienated from the mainstream of American life the Security Policeman feels. The implications of this comment can be better understood when one realizes that in many respects the military constitute a "closed community." And within this closed community military personnel tend to regard their Security Policemen, or at least those who perform law enforcement duties, much the same as civilians regard their municipal policemen. Consequently, the Security Policeman feels doubly alienated from society--alienated from the greater American society by virtue of the fact that he is in the military and alienated from the military society because he is a Security Policeman.

#### Public Expectations

An editorial which recently appeared in The Saturday Evening Post highlighted the public expectations of the police and the apparent lack of understanding the public has concerning the problems facing the police. The editorial laments that:

There is none of whom we ask more ill-paid acceptance of danger and hardship than the policeman. We ask not only that he protect us from every danger and avenge every transgression, but that he symbolize the integrity, and security of society itself. . . . There has been some feeling, of late that we ask too much of our police, more specifically that recent Supreme Court rulings have made it difficult if not impossible for the police to punish the guilty and protect the innocent. . . . To the trained and dedicated policeman, the limitations of the law are not an insurmountable obstacle. . . . It is hard and harrowing work, and the affluent of the Great Society owe him a larger debt than they realize.<sup>14</sup>

Although this editorial dealt with public expectations of the municipal police, these same expectations apply to what might also be expressed by the military "public." This is because the Security Policeman often represents the first and lasting impression that the civilian public gets of the military. The public does not make a highly significant distinction between the Security Policeman and the municipal policeman. However, the military "public" tends to regard the Security Policeman with an even more critical eye. To them, he is THE symbol of integrity, security, and military discipline. Indeed, the Security Policeman is somewhat surreptitiously trained to fulfill this role.

The nature of the police function, in and of itself, causes tension between the police and the elements of the society being policed. As such, it has a definite effect

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<sup>14</sup>"The Policeman," The Saturday Evening Post, 238:100, March 13, 1965.

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upon the quality of police-community relations. This is certainly not a new revelation since as early as 1940 it was pointed out that:

The scope of the police function is a question of the first magnitude. It not only affects the routine functioning of the force, but also profoundly influences that close adjustment of the police machine to the popular will without which no police body can ever succeed.<sup>15</sup>

Public expectations and police expectations create a dichotomous perplexity. Neither side has been able to convey its attitudes, frustrations, and needs to the other in a manner in which they can be objectively viewed. Although both the municipal police and the military police must somehow reconcile this perplexity there does not appear to be a ready solution other than increased communication between the public and their police. Perhaps it is a valid assumption that:

Although police are traditionally responsible for enforcing the law and protecting the legal rights of citizens, a changing society is demanding more than enforcement and protection. . . . It is the expectations of society for police that has been changing. Society is looking for more than just protection, maintenance of order and enforcement of laws. Society is asking--in fact, demanding--that police provide social leadership as well as social surveillance.<sup>16</sup>

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<sup>15</sup>Bruch Smith, Police Systems in the United States (New York: Harper and Brothers, 1949), p. 19.

<sup>16</sup>Todd W. Woolery, "Management in Community Relations--Police Leadership," The Police Chief, 34:24, May, 1967.

## The "Pariah" Concept

The sociologist William A. Westley published one of the earlier studies on the sociology of the police. In describing what he found within the police force of a mid-western city of about 150,000 population, Westley reports that the policeman:

. . . regards the public as his enemy, feels his occupation to be in conflict with the community, and regards himself to be a pariah. The experience and the feelings give rise to a collective emphasis on secrecy, an attempt to coerce respect from the public, and a belief that almost any means are legitimate in completing an important arrest.<sup>17</sup>

This study was only of one midwestern town; however, the intervening years since its completion have given rise to the conclusion that its findings were accurate and that many, many policemen today--municipal police as well as Security Police--have the pariah feeling. All too many policemen feel that the esteem accorded the police is much lower than the goals he is to enforce or achieve. This feeling, in turn, tends to adversely affect the morale and competency of the police and fosters a low level of police self respect.

Despite some recent trends away from the age old stereotypes, the prevalent police image portrayed on the theatre screen, on television, and in books and articles

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<sup>17</sup>William A. Westley, "Violence and the Police," American Journal of Sociology, 59:35, July, 1953.



compounds the lack of public understanding of police functions. To the general public the police still manifest the characteristics of "jacks of all trades and masters of none."

According to Webster's Third New International Dictionary, an image is "a mental conception held in common by members of a group and being symbolic of a basic attitude and orientation toward something."<sup>18</sup> Thus an image is a mental representation of something that need not necessarily exist. What is important is that it is believed to exist. As such, an image is capable of living and breathing in the "mind's eye" of the individual beholder--the policeman. It is truly a montage of contacts, impressions, etc. which the policeman acquires.

Furthermore, an image is a dynamic relationship between a public and an object or institution (the police establishment). It most often develops specific qualities that persist through time which in turn determines how participants in the relationship (the police and their communities) will behave toward each other. What people or the public know of an institution is always, of necessity, an abstraction of the true function of that institution.

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<sup>18</sup>Webster's Third New International Dictionary, Unabridged (Volume II, Chicago: Encyclopedia Britannica, Inc., 1966), p. 1128.

However, this does not mean that a public's image or a policeman's image is a false invented projection on a screen.<sup>19</sup>

In this respect, Bruce Smith has commented that:

The problem of morale, or self-respect is created by at least two aspects of the policeman's role. First, the policeman is frequently in an adversary relation with his public. Unlike firemen (who save homes, rescue babies, and retrieve treed cats), the policeman in the routine case is often (though not always) dealing with his clientele as an antagonist: he issues summonses, makes arrests, conducts inquiries, searches homes, stops cars, testifies in court, and keeps a jail.

Second, powerful demands are made on the policeman to serve incompatible ends. This happens both because his public cannot make up its mind what it wants and because it wants certain ends to be only symbolically served (e.g., "the community shall not tolerate gambling") while other, contradictory, ends are actually served ("citizens should be allowed to place bets with honest bookies"). The officer is confronted with many such dilemmas.<sup>20</sup>

Municipal police agencies as well as the military police establishment are concerned with the image of police within the American society. Much has been said regarding this aspect of the police-community relations dilemma. Yet, in the final analysis, much is to be said for Smith's condemnation of society. The pariah feeling is reinforced when one considers that:

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<sup>19</sup>See Leo P. Crispi, "Some Observations on the Concept of Image," Public Opinion Quarterly, 25:115-120, Spring, 1961.

<sup>20</sup>Thomas F. Adams, Law Enforcement: An Introduction to the Police Role in the Community (Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1968), p. 276.

Low salaries, along with inadequate equipment, run down buildings, poor uniform allowances, and depressing squad rooms are obstacles in the way of effective police work mainly because they are interpreted by policemen as palpable evidence of the contempt in which the police are held by the public and the politicians.<sup>21</sup>

Despite this lack of public understanding, the police remain charged with the enforcing of the law and the maintenance of order. The distinctive aspect of this responsibility is that the police, unlike the courts, corrections, or other components of the American Criminal Justice System, are:

. . . charged with performing these functions where all eyes are upon them and where the going is roughest on the street. Since this is a time of increasing crime, increasing social unrest and increasing public sensitivity to both, it is a time when police work is peculiarly important, complicated, conspicuous, and delicate.<sup>22</sup>

#### A Change in Public Attitudes?

Perhaps, as the report of the President's Commission on Law Enforcement and Administration of Justice indicates, the public may be beginning to acquire a better understanding of the nature and functioning of the police. The police task force indicated that, contrary to the belief of

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<sup>21</sup>Smith, op. cit., p. 9.

<sup>22</sup>President's Commission on Law Enforcement and Administration of Justice, Task Force Report: The Police (Washington, D.C.: United States Government Printing Office, 1967), p. 1.

many policemen, the public, or at least a good majority of the public, now has a higher opinion of the work of the police. This is a distinct change from a few years ago. The task force further indicated that a national survey conducted by the National Opinion Research Center (NORC) for the Commission obtained these answers to the following questions:<sup>23</sup>

Do you think that the police here do an excellent, good, fair, or a poor job of enforcing the laws? 22% Excellent, 45% Good, 24% Fair, 8% Poor.

How good a job do the police do on giving protection to people in the neighborhood? 42% Very Good, 35% Pretty Good, 9% Not So Good, 14% No Opinion.

A similar poll was conducted in 1966 by Louis Harris. This poll reported that 76% of the public rated Federal agents as "Good" or "Excellent" in law enforcement. The comparable figures for the state and local agencies were 70% and 65% respectively.<sup>24</sup>

If this is indeed a trend then perhaps one of the "reasons" for the current dilemma may eventually cease to exist. However, to achieve this the municipal police must

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<sup>23</sup> Ibid., p. 145.

<sup>24</sup> Ibid.

receive the same advice as was given the Security Police several months ago in an article that appeared in the Security Police Digest. In this article the writer might well have been referring to a way that all policemen can eliminate that pariah feeling as he said: "For our purposes the Security Police image is the way in which our appearance, attitude, and performance compares with what our military and civilian public expects of us."<sup>25</sup>

## II. POLICE ADVERSARY CONCEPT

The development and all encompassing influence of what has been labeled the police adversary concept within the spectrum of the police-community relations dilemma can be viewed as a "natural" offshoot of the American Criminal Justice System. Inherent within this system is the philosophy of justice rendered after the battle of two or more adversaries (the prosecution and the defense) has been fought. The police are an integral component of the system. Thus it is not hard to conceive of the transference of the adversary relationship from the judiciary process--the courts--to the court's champion and the public's opponent--the police. The fact that the police are viewed as an adversary of their

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<sup>25</sup>"Security Police Image," Security Police Digest, Fall edition, 1967, p. 11.

communities creates a virtually insurmountable obstacle for the police to hurdle. To the chagrin of many professional police administrators and career Security Policemen, this situation must ultimately be traced not to the adults of today's society because their attitudes were formed long ago, but to the primeval development of the attitudes of children toward authority which become ingrained and shaped as they grow into adulthood. In addition, the public ambivalence toward the police; their gamesmanship attitude toward crime; as well as the many social-psychological aspects, have all contributed to the perpetuation of the adversary concept.

#### Attitude Development

According to Claudine Wirths, ". . . specific attitudes toward law enforcement are made up of the interplay of society, family culture and personality. The picture is complex."<sup>26</sup> She remarks that the uniformed policeman is hallowed as the ultimate visible symbol of authority in the lives of most citizens. The question of utmost importance to the police establishment concerns the development of attitudes toward the police.

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<sup>26</sup>Claudine Gibson Wirths, "The Development of Attitudes Toward Law Enforcement," The Police, 3:51, November-December, 1958.

Since the continued influence of the adversary role which exists within the police-community relations dilemma is of concern to municipal and Security Policemen it is essential that the two significant observations made by Wirths be prostilized as basic to the formulation of attitudes toward the police and all authority figures. Perhaps in this manner a keener insight into the perplexing aspects of the dilemma can be obtained. Wirths observes that:

the way that this early life and death authority is imposed upon the child sets the pattern for how the child will view all people in authority later in life.  
. . .

The second observation is that the child is molded first by parents and second by the culture in which he lives. But his parents and the views they hold reflect their culture and their parents, etc. back to the beginning of time.<sup>27</sup>

### Public Ambivalence

Another horn of the police-community relations dilemma which concerns the municipal police and the Security Police is that of public ambivalence toward the police. In order for the police to fulfill their public service responsibilities there must be a congruence between the goals of the police and the public expectations and mores of those policed. There is no such congruence in America today.

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<sup>27</sup>Ibid.

In many respects it would appear as though two incompatible ends are being sought.

Of the numerous studies which recently have attempted to obtain attitudes of the public toward the police, ambivalence has characterized the responses. The studies conducted by the Bureau of Social Science Research (hereinafter referred to as the BSSR Study) and the National Opinion Research Center (hereinafter referred to as the NORC Study) and reported to the President's Commission on Law Enforcement and Administration of Justice are typical of the public's ambivalence toward the police.

The BSSR Study surveyed Washington, D.C.<sup>28</sup> Seventy-three per cent of those interviewed agreed that the police ought to have leeway to act tough when they have to. Fifty-six per cent agreed that there should be more use of police dogs while less than one third of those interviewed disagreed. However, very few of the respondents consistently endorsed either enlarging or restricting the power of the police. In analyzing the results of this survey there is clear evidence reflecting that many persons take a permissive

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<sup>28</sup>Bureau of Social Research, Report on a Pilot Study in the District of Columbia on Victimization and Attitudes Toward Law Enforcement, U.S. President's Commission on Law Enforcement and Administration of Justice. Field Survey I (Washington, D.C.: United States Government Printing Office, 1967), p. 146.



or laissezfaire attitude on one issue and refuse to do so on another issue. "The greatest significance of this study pertains to police-community relations."<sup>29</sup> The overall results indicated that most of the respondents held ambivalent attitudes yet were "more or less" favorable toward the police based upon their responses to a six-item scale. As an example, of those who did not favor police toughness forty-seven per cent did indicate a strong respect and sympathy for the police.

Much similar results demonstrating the ambivalence of the public was observed in the results of the NORC Study. The NORC Study was a national study of a cross section of the American public.<sup>30</sup> This study reflected that forty-five per cent of the respondents favored civilian review boards, thirty-five per cent opposed them, and twenty per cent were uncertain. At the same time, fifty-two per cent believed that the police should have more power; forty-two per cent that the police should risk arresting an innocent person rather than risk missing a criminal; and sixty-five per cent favored the United States Supreme Court's ruling

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<sup>29</sup>Ibid.

<sup>30</sup>University of Chicago, Criminal Victimization in the United States: A Report of a National Survey, U. S. President's Commission on Law Enforcement and Administration of Justice, Field Survey II (Washington, D.C.: United States Government Printing Office, 1967), p. 59.

that the police may not question a suspect without his lawyer being present unless the suspect knowingly waived his rights.

These studies are cited as examples of the widespread public ambivalence toward the police. Although a comparable survey has not been taken of the attitudes of the military public, it is assumed that to a large extent the results would at least be similar, if not more ambivalent, toward their two police agencies--the municipal police and their military police. With such ambivalence surrounding him, it is no wonder that the police officer can never be sure of the public he serves.

Still another study, which was conducted by Albert J. Reiss Jr. of the University of Michigan on behalf of the President's Commission on Law Enforcement and Administration of Justice, speaks of the prevalence of ambivalent attitudes toward the police and offers two possible reasons for its existence. Reiss theorizes that:

One reason is the Americans never have accepted in the English or European sense the full necessity and responsibility of the police for the public welfare. They fail to grant status honor to the police and are deeply ambivalent about whether policing is congruent with democratic institutions. So deep seated is this ambivalence in many Americans, that one senses they have an uneasy "truce" with the police to grant them as little power as necessary. . . .

A second major reason why Americans are ambivalent stems from their more immediate experiences today. Many Americans today are upset by their experiences as victims

of crime or at least by their perception that there is a "crime problem" in the United States. They also perceive that the police are the main source of immediate protection against crime--their most obvious "safeguard" so to speak. They see law enforcement and strengthening of it as the most obvious solution to the inconvenience, losses, and anxiety they experience from crime. They are in a kind of "double bind". They are sceptical, if not distrustful, of police power, yet they see police power as the most, obvious solution to their problem. They respect the police function but are distrustful of them in some ways. They are sympathetic with them in the difficulty of their job but seem afraid to allow them discretion. They fear the police but they fear crime more.<sup>31</sup>

But ambivalence and the way in which such attitudes are developed are not the only influencing elements which interact within the police-public adversary confrontation. All too often the public acts as though society is a Roman Collesium and instead of the lions and the christians providing the afternoon's entertainment, it is the police and their communities that play the game.

### Gamesmanship

The public's attitudes toward authority and crime--a crime is committed only if you're caught--creates a perpetual "game" between the police and the public. This game is a part of the police adversary concept: that the police

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<sup>31</sup>University of Michigan, Studies in Crime and Law Enforcement in Major Metropolitan Areas, President's Commission on Law Enforcement and Administration of Justice, (Volume I; Washington, D. C.: United States Government Printing Office, 1967), Section II, pp. 35-36.

and those policed are "natural" enemies. The general public and the police themselves tend to exacerbate the situation: the public by their attitudes and by "acting out" and voicing the statement that the less contact with the police the better; and the police by their lack of professionalism and lack of application of many pertinent human relations principles. At the same time:

. . . law enforcement is hampered by the related problems of public antagonism to the police, public apathy to law enforcement problems, and widespread public indulgence toward such forms of prescribed conduct as gambling and vice. Failure to enforce law breeds corruption, yet it is the public which does not wish to have the law enforced.<sup>32</sup>

In addition to the ambivalency, attitude development, and gamesmanship components of the police adversary concept other aspects must also be briefly discussed. These are even more intangible and fleeting, yet sociologically and psychologically they may be the most important.

#### Social-Psychological Aspects

Doctor Chester M. Pierce, Professor of psychiatry at the University of Oklahoma School of Medicine and Chief, Psychiatry Service, Veterans Administration Hospital, Oklahoma City addressed a Police-Community Relations Institute held at Xavier University in Cincinnati, Ohio in

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<sup>32</sup>Jacob W. Landynski, Search and Seizure and the Supreme Court (Baltimore, Maryland: The John Hopkins Press, 1966), p. 184.

April, 1960 and presented a distillate of his clinical experience concerning police-community attitudes. He postulated that the friction between the police and those policed may result because:

The policeman comes to stand for conservation of the status quo, while the citizen comes to cherish a mobility which is anti-status quo. As a result of this, core conflicts in which the policeman has trouble expressing hostility and in which the citizen has trouble with the expression of dependency, causes far reaching friction between the citizens and the policeman.<sup>33</sup>

He further professed that in each citizen-police interaction there develops a "lock-key" arrangement. This arrangement recognizes that both the policeman and the citizen have deep seated social and psychological needs which must be fulfilled and their accompanying problems resolved. Consequently, the policeman, on the one hand, finds citizens to harass, "stop and frisk," etc., whose personal problems will partially facilitate the solution of his own problems and needs. On the other hand, Pierce hypothesized that, in the same lock-key arrangement, the citizen tends to invite his own personal catastrophe in his confrontation with the policeman by using the policeman to facilitate the solution of his problems and needs. And if this lock-key arrangement occurs in a large metropolitan area or on some

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<sup>33</sup> Chester M. Pierce, "Psychiatric Aspects of Police-Community Relations," Mental Hygiene, 46:114, January, 1962.

areas of military installations it becomes a virtual "contra-cultural conflict"<sup>34</sup> and intensifies the adversary process.

Psychologically speaking, the police adversary concept is further emphasized when one considers that the police represent a father figure in American society. This alone is not significant. However, when one considers that to a large extent American society is a matriarchial society then it is not difficult to envision the resulting ripe atmosphere for conflict between those two elements--the police and the public. Additionally, it is not hard to envision this ripe atmosphere within the military. To an even larger extent than the general public, the military family relationship is matriarchial.

Based upon his extensive psychiatric interviews, Dr. Pierce reports that policemen are usually seen as a special sort of father symbol. He further states that based upon his dream research, policemen are more frequently depicted in an inhibiting and restricting capacity than in a protecting capacity. This inhibiting and restricting role coincides with the father image. To this is added

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<sup>34</sup>Mel Ravitz, "Contra-Cultural Conflict in the Metropolitan Community," a paper presented before the Ninth Annual National Institute on Police and Community Relations, Michigan State University, May, 1963.

the lessening influence of the father in American society.

Thus according to Pierce:

Troubles extant between the police and community reflect an ongoing modification which is secondary to the emancipation of women. This continuing revolution in American civilization has resulted in the diminution of the importance of father in the family prestige system. In this way the emancipation of womanhood has had among its far-reaching positive and negative ramifications the incessant revisions of public attitudes toward police authority, since, dynamically, the policeman is a father equivalent.<sup>35</sup>

Earlier it was stated that to an even larger extent than the general public, the military family relationship is matriarchial. This aspect of military life results from the frequent separation of the father and husband from his wife and children. Isolated overseas assignments, duty on "alerts," temporary duty away from his home base, and military training maneuvers frequently disrupt family relations. As a result, the military wife and mother must be ever ready to bear the burden of raising her family without any assistance from her spouse. When the military man is at home the same community involvements which precipitate his civilian counterpart's absence from his family also act upon military personnel.

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<sup>35</sup>Pierce, op. cit., p. 108.

### III. LACK OF POLICE PROFESSIONALISM

In their report, the President's Commission on Law Enforcement and Administration of Justice indirectly indicted the police for having poor training programs and for lacking the needed professionalism. Within this indictment is the suggestion that poor police training or the lack of training causes a great deal of the strife existing between the police and the community. The Commission's report emphasizes that:

Since police action is so often personal, it is inevitable that the public is of two minds about the police: most men both welcome official protection and resent official interference. Upon the way the police perform their duties depends to a large extent which state of mind predominates, whether the police are thought of as protectors or oppressors, as friends or enemies. Yet policemen, who as a rule have been well trained to perform such procedures as searching . . . taking fingerprints . . . writing arrest reports, and testifying in court, have received little guidance from legislatures, city administrations, or their own superiors, in handling these intricate, intimate human relations. The organization of police departments and the training of policemen are focused almost entirely on the apprehension and prosecution of criminals. . . . The peace keeping and service activities, which consume the majority of police time, receive too little consideration.<sup>36</sup>

The attainment of professional standards has been viewed as an extremely important goal which still eludes

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<sup>36</sup>President's Commission on Law Enforcement and Administration of Justice, The Challenge of Crime in a Free Society (Washington, D. C.: United States Government Printing Office, 1967), p. 92.



the police. The contention is that such attainment would promote self respect among the police, and respect for others which has been directly linked to respect for self.<sup>37</sup> As it stands today, American law enforcement cannot be classified as a true profession. There exist too many diversely developed police departments throughout the nation. However slowly, the police service is advancing toward the status of a profession. Even now there are some individuals and some police agencies that can be classed as professionals. Why is it that police professionalism is so difficult to achieve? One scholar has attempted to answer this most difficult question by remarking that:

Policemen do not become professionals by proclamation. The prerequisites are a common body of knowledge, pre-entry education, free exchange of information, careful and rigid pre-employment screening, a code of ethics, and recognition by the public as professionals.

Police professionalization involves mutual responsibility of the agency to the officer and of the officer to the agency. It is a two-way street, and a long journey to the final destination.<sup>38</sup>

To the extent that the police still are not considered by the public as true professionals, they have thrust upon them another stumbling block on the path toward

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<sup>37</sup>Louis Radelet, "Implications of Professionalism in Law Enforcement for Police-Community Relations, Police, 10:84, July-August, 1966.

<sup>38</sup>Adams, op. cit., p. 236.

effectuating a good relationship with the communities they serve. As professionals or semi-professionals, which ever may be the true case, the police may never be able to achieve the same status as a lawyer or a doctor simply because, unlike those professionals, they cannot choose their clients nor can they achieve self regulation. In one sense the police are a service without clients. They serve the public as a collectivity rather than distributively or selectively. Often they must initiate enforcement where there is no personal victim or complainant. Couple this with the lack of guidelines from the public as clients or from a specific victim as a client, and the police do become, in effect, their own clients. Even so, the public has not afforded the police the luxury of self regulation. The public has reserved this unto itself. Perhaps this is why the police are sometimes accused of developing a supermoralistic perspective and a view espousing their "private" war on crime.

Possibly the most fundamental requisite for a good police-community relationship is the very obvious need for good police work and a strong, clear and enforced policy of equal treatment for all members of the community. Granted this is a high professional goal, but it must be achieved if police work is to result in an effective job of policing. However, in terms of sheer volume, it is the

thousands upon thousands of police-citizen contacts that are made every day by police with citizens on the streets that provide the potential for developing or shattering a good police-community relationship.

### Community Involvement

A 1963 study conducted under the sponsorship of the International Association of Chiefs of Police which dealt with the attitudes of several thousand policemen strongly supported positive police participation in community affairs.<sup>39</sup> Municipal police agencies are attempting to counteract this aspect of the police-community relations dilemma by establishing community relations units within their departments at an ever increasing rate. However, the police within the military establishment have not been authorized personnel to perform this vital function. Whether or not such authorization will be forthcoming remains to be seen. That the Security Police and the communities they serve could benefit from an organizational authorization permitting the establishment of a military police-community relations section cannot be convincingly disputed. Within the military, virtually sole reliance is placed upon the installation

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<sup>39</sup>George W. O'Connor and Nelson A. Watson, Juvenile Delinquency and Youth Crime (Washington, D. C.: International Association of Chiefs of Police, 1963, mimeograph).

information and community relations officer and thus far little official policy has been promulgated in the realm of military police-community relations. Yet as Major Epstein succinctly proclaims:

The problem of Military Police public relations is far too basic, complex and important to be left exclusively up to local information and community relations officers. Only the Military Policemen are capable of creating the proper image to the civilian and military community. No one else can do it.

Good Military Police public relations is dependent more on the M P job performance than any other single factor. If we offer the community dedicated, sincere, courteous, honest, and efficient professional police services then we will have won a large part (but certainly not all) for the battle of acceptance, appreciation, and support with most of the public.<sup>40</sup>

#### IV. RIGID POLICE PROCEDURES AND THE UNCERTAINTY OF THE LAW

One of the major sources of tension between the police and their communities centers around the lack of clarity within many of our laws. The authors of Municipal Police Administration support this contention as they lament that "the source of many difficulties in law enforcement is not in the police department at all, but in the

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<sup>40</sup>David Epstein, Major, "Good Public Relations . . . A Challenge to All," Military Police Journal, November, 1967, p. 11.

laws which they are expected to enforce."<sup>41</sup> As a consequence the police are often uncertain about the legality of some of their actions.

In a broad generalized sense police organization and function inheres in the place given the police within the legal system and in the organizational structure of the community. Basically, the police mediate between these two systems. On the one hand the police are the primary representative of the legal system within and to a community. At the same time, they are the major source of cases that are processed in the criminal justice system. On the other hand, the police adapt the "universalistic" demands on the law to what the citizens of the community require through a variety of formal and informal means.<sup>42</sup>

Some of the recent United States Supreme Court decisions which have criticized the police have further intensified the public's belief that the police are inept and unconcerned about the rights of citizens.<sup>43</sup> What the public has failed to realize is that the actions of the police that were criticized were often legal at the time. In essence, the criticism by the United States Supreme Court was not directed explicitly toward the police for

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<sup>41</sup>Institute for Training in Municipal Administration, Municipal Police Administration (Fifth edition, Chicago, Illinois: International City Managers Association, 1961), p. 9.

<sup>42</sup>See Albert J. Reiss Jr. and David J. Bordua, "Environment and Organization: A Perspective on Police," in Bordua, (ed.), The Police: Six Sociological Essays (New York: John Wiley and Sons, Inc., 1967), pp. 25-55.

<sup>43</sup>"Courts too Soft on Criminals? A Warning by Attorney General," U.S. News and World Report, 59:67, August 16, 1965.

enforcing an unconstitutional law but rather toward the legislatures for passing such laws. Thus "as a result, policemen, district attorneys, and trial-court judges have become increasingly unsure of the law . . . often differing vigorously among themselves."<sup>44</sup>

The military police establishment has been equally affected by this ambiguity in some of our laws. The Security Policeman must cope with the Uniform Code of Military Justice, Federal statutes, and State and local statutes--through the Assimilative Crimes Act. He encounters crimes and purely military offenses and like his counterpart, the municipal policeman, the Security Policeman is concerned with lessening the possible areas of conflict and distrust between the police and their communities.

Inbau and Reid, though writing about criminal interrogations and confessions, have commented about the uncertainty of the law and its effect upon police practices. With so much of the law today being reinterpreted by the United States Supreme Court, the police agencies must continuously revamp their procedures. The vacillation of the Supreme Court has not assisted law enforcement and

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<sup>44</sup>See Escobedo v. Illinois (1964), 374 US 478, Miranda v. Arizona (1966), 16 L ed. 2d 694, and Katz v. United States (1967), 389 US 347 as specific examples which typify the Court's criticism of police practices.

there, no doubt, are many policemen who would join Inbau and Reid in looking forward:

. . . hopefully to the future when perhaps a change in the composition of the Court may result in a return to its earlier interpretation of the pertinent constitutional provisions. Such changes of interpretation have occurred, before, even in the interrogation--confession area itself. For instance, in the 1958 decision in Crooker v. California, the Court held five to four, that there was no constitutional right to a lawyer in the police station, whereas in the 1964 case of Escobedo v. Illinois, the Court held, again by a five to four margin, that the right did exist.<sup>45</sup>

The rigidity of police procedures eliminates much of the decision making and discretionary powers of the individual policeman. In the specific case of the Security Policeman, he, too, finds his discretionary powers circumscribed by traditional police procedures as well as by those regulations and policies peculiar to the military. This lack of adequate discretionary power or the individual policeman's fear to exercise his limited power has tended to intensify the already polarized police-community relations dilemma.

The police want an increase in their discretionary powers while the public clamors for greater "surfacing" of such powers so as to subject them to public review and regulations. Consequently, this dilemma has become another

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<sup>45</sup>Fred E. Inbau and John E. Reid, Criminal Interrogations and Confessions (Second edition; Baltimore, Maryland: The Williams and Wilkins Company, 1967), p. 2.

"cause" of the ever widening gulf between the police and their communities. The police failure to efficiently "organize" itself to effectively counteract this dilemma and other aspects of its problems has, in itself, serious implications for their ever becoming an integral part of their local and national communities without the needed changes.

#### V. POLICE ORGANIZATIONAL INADEQUACY

Public antagonism toward the efforts of the police to effect good relations with those whom they police has increased to the extent that the general public now appears to be antagonistic toward the entire police apparatus. The basic problem is not that the police do not have the capability to deal effectively with problems arising between their organization and the communities they serve, but rather that they have failed to do so.

In a paper presented at the Thirteenth Annual National Institute on Police and Community Relations in May, 1967, Harry G. Fox, Chief Inspector of the Philadelphia Police Department made the observation that:

A recent study by the International Association of Chiefs of Police, in collaboration with the United States Conference of Mayors, covered cities with 30,000 to 6,000,000 citizens.

They discovered the Chiefs of over one-half of the police departments participating in the study admitted



freely their departments have been 'under fire' from citizen groups. Charges of biased and preferential treatment, plus accusations of 'police brutality' have been leveled by citizens again and again. Yet less than one-third of these Police Chiefs have even attempted to develop a formal police-community relations program.

The need for police leadership in community relations is rapidly becoming the number one administrative challenge to law enforcement officials.<sup>46</sup>

It is quite evident by the above comments that much more emphasis needs to be placed upon "organizing" to counteract the police-community relations dilemma. Some may lament that the police are already "too" organized in their efforts to counteract everything else deemed reprehensible or unacceptable by society. Still the fact remains that until a concerted effort is made by the police and the public, this dilemma will not only remain but will undoubtedly worsen.

Attaining an efficient and effective organization is always a problem for an administrator. When an elusive problem like the police-community relations dilemma threatens, an administrator becomes all the more frustrated. Organizing to combat this dilemma becomes a critical management problem for the municipal police as well as the Security police. The basic management and procedural

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<sup>46</sup>Harry G. Fox, "Preparing for Police Leadership in Community Relations," Proceedings of Thirteenth Annual National Institute on Police and Community Relations (East Lansing, Michigan: Michigan State University, May, 1967), pp. J-1-J-12.

problems of municipal police agencies are fairly well known and appreciated by policemen and police scholars everywhere. The same cannot be said of the Security Police management problems. In writing about the basic elements of the Security Police management problems, Lieutenant Colonels Newnam and Fleek presented, in broadly simplified form, a concise description of the components and variability of the USAF Security Police establishment. According to them, and rightly so, in order to understand the Security Police establishment one must first begin with a force of 45,000 men--one of the largest police operations existing in the world today--and then:

Assign it responsibility for all the normal law enforcement duties plus prison operations.

Add all the duties normally performed by special police, or contract guard, or private protective agencies.

Develop on top of that, a capability for actual ground combat operations against an armed enemy.

Station your men from Alaska to Panama and from Bangkok to Berlin. Assign them to the direct operational control of a variety of "mayors" and "chiefs of police".

At the same time, require that they work in close coordination and cooperation with other local and national police agencies around the world.

Next, to further complicate the operation from the personnel standpoint, assume that about 25 per cent of your men will have to be replaced each year. Annually you will have about 10,000 rookies to train, equip and assign. At the same time, every three or four years, you will have a complete reshuffle of all your personnel, from patrolmen to Chiefs, not only from one assignment to another, but also from city to city, and country to country. . . .

The mission of this force ranges from actual combat, in battle areas, to rounding up stray dogs on U. S. installations. In between these two extremes lies a far-ranging variety of tasks and responsibilities.<sup>47</sup>

Despite their organizational complexities the Security Police and the municipal police somehow must "organize" to combat this dilemma. As was pointed out earlier, many municipal police agencies have begun this organizing by creating police-community relations units within their departments. However, the Security Police have not been able to organize such a section nor even to delegate a single full time policeman to this area due to the inability of many Directors/Chiefs of Security Police to convince their higher headquarters of the validity of such positions. One can only surmise the reasoning which has stymied the Security Police thus far. Their need is not as great as the municipal policeman's need. Yet, it is a need which, if fulfilled, could aid in uplifting the image and subsequently improving the capability and competence of the Security Police.

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<sup>47</sup>T. J. Newnam, Lt. Col. and T. A. Fleek, Lt. Col., "The Air Force Approach to Professional Police Management," The Police Chief, 34:32, May, 1967.

## VI. SUMMARY

Despite the difference in their law enforcement orientation, it is evident that municipal police agencies and the police within the military establishment share a common law enforcement goal, a common "police image," and, of necessity, a common concern pertaining to their maintenance of a good relationship with the communities they serve. The uniqueness of the Security Police's "communities"--the military community, the municipal police "community," and the civilian community--further complicates this dilemma as it pertains to the Security police.

To discuss this police-community relations dilemma in the context of municipal police concern and Security Police concern required the formulation of an a priori conceptual design and an empirically oriented methodological approach. The design and approach was in the form of a comparative analysis of these two police establishments as they function within the current dilemma. In order to bring the analysis into sharper focus, five of the more significant "reasons" why the police and the communities policed are at odds with each other were presented as categories in which municipal police concern and Security Police concern with the current police-community relations dilemma could be comparatively analyzed. These categories were: (1) the nature and function of the police task and

the lack of public understanding of that function; (2) the police adversary concept: that the police and those policed are natural enemies; (3) the lack of police professionalism; (4) rigid police procedures and the uncertainty of the law; and (5) police organizational inadequacy to deal with the problem.

The task remaining for the municipal police and the Security Police as they ponder over the police-community relations dilemma is for each to realize that:

The extent to which it is possible for the local police to associate with and to support the philosophy of the community is a measure of its good relations with the public which it serves. Good relations cannot exist where there is substantial dissonance between the community and the police. The concept of the "general community" must be viewed within our democratic framework as the will of the majority expressed without detriment to the rights of the minority. Hence the problem of attaining a good relationship is not one alone of modifying the structure of the police to meet the needs of the local community, but also the necessity of achieving a police-community consensus through communication and effective interaction among all the segments of the community and the police.<sup>48</sup>

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<sup>48</sup>University of California, The Police and the Community, President's Commission on Law Enforcement and Administration of Justice, Survey IV (Volume I, Washington, D. C.: United States Government Printing Office, 1966), p. 176.

## CHAPTER IV

### THE SURVEY INSTRUMENT

The purpose of the survey instrument was to obtain information relating to the attitudes, opinions, and perceptions of United States Air Force Directors/Chiefs of Security Police pertaining to USAF Security Police-Community relations. The survey was to be a national survey of their attitudes. The respondents were asked not to sign their names nor the names of their Air Force Base. It was felt that the absence of a requirement to sign his name or to identify his military installation would result in the respondent answering each item according to his personal views rather than according to what he might feel to be the "expected" answer. This was an important consideration since several of the items requested an evaluation of Air Force policy.

How to gather the required data was the next consideration. The use of a mailed self-administering questionnaire was subsequently selected as the most appropriate research method. The decision to use a questionnaire as the survey instrument rather than an interview schedule or guide was based upon the impracticality of conducting personal interviews due to the scope of the survey, time, and financial limitations.

In constructing the questionnaire careful consideration was given to the analysis of the police-community relations dilemma as it exists today. The fact that the assumptions were initially made that the Security Police and the municipal police share a common law enforcement goal, a common police image, and are mutually concerned with the quality of their community relations served as the environment in which the questionnaire items were conceived.

#### I. THE QUESTIONNAIRE

The questionnaire contained twenty-three items requiring short fill-in answers, the selection of one answer from a choice of several, and the selection of a yes or no answer.<sup>1</sup> It was so designed and structured as to allow for completion in less than fifteen minutes. Each questionnaire item was specifically constructed so as to permit its correlation with several other items. The first seven questions were to provide general background information about each respondent and his particular Air Force Base. Thus providing an area for correlating the remaining items by major air command, installation population, size of neighboring city, etc.

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<sup>1</sup>See Appendix B for the exact questionnaire which was utilized.

## ITEM 1:

The Major Air Command to which this installation is assigned is \_\_\_\_\_.

Every organization, large or small, civilian or military, is made up of elements that are required to function interdependently to meet a common goal. In the United States Air Force each of the numerous operational elements must function efficiently as a part of a unified effort to accomplish the mission or goal which is shared by all echelons. The present command structure of the Air Force consists of the Chief of Staff, the Air Staff or Headquarters USAF, Major Air Commands, and separate operating agencies. Through its major air commands, the Air Force is organized primarily on a functional basis. All commands are inter-related and complementary, thus providing integrated offensive, defensive, and support elements.

Because the Air Force assigns specific missions to its major commands and allows commanders organizational and policy flexibility most commands have developed an image or personality of their own. The policies and procedures peculiar to each command affects the personnel that are assigned to the command and in turn affects the law enforcement within the command. Air Force Security Policemen do not comprise a separate major air command. They are assigned to every command throughout the Air Force. Consequently, the data



received from all respondents who are assigned to the same command provides a basis for correlating, for example, whether the Directors/Chiefs of Security Police of a particular command feel that they are accepted by their communities to a degree which is statistically significant when compared to all other commands.

ITEM 2:

The approximate population (military personnel, dependents, and civilian employees) of this installation is \_\_\_\_\_thousand.

The data reflecting installation population will be placed in five groups: (1) under 4,000; (2) 4,000-8,000; (3) 8,000-12,000; (4) 12,000-16,000; and (5) over 16,000. All of the data coming from installations in each group will comprise a separate statistical population whose characteristics and attitudes can be determined and compared with all other groups. As an illustration, when all data coming from the respondents who indicate that their installation population is over sixteen thousand is compiled a comparison of each item can be made with the data coming from installations with a population under four thousand to determine if there is a statistically significant set of attitudes toward USAF Security Police-community relations which can be said to characterize Air Force installations based upon their population size.

## ITEM 3:

The approximate size of the city NEAREST this installation is \_\_\_\_\_ thousand.

The data reflecting the size of the city will be placed in four groups: (1) under 25,000; (2) 25,000-50,000; (3) 50,000-250,000; and (4) over 250,000. This will permit comparison and correlation of the responses with all other items within each of the four groups.

The size of a city tends to indicate, generally speaking, what it has to offer its citizens in the way of diversion, entertainment, recreation, etc. to attract the military personnel away from the installation, i.e., metropolitan city versus a rural village. As a general rule, the larger the city the more professional and sophisticated will be its municipal police. The presence of a military installation near a city affects the state of order of that community as well as other aspects of the community's life--economically, socially, and culturally. As an example, if the city is small and the military installation is large the potential exists that the military personnel will be a financial asset. In such cases efforts normally would be made to maintain a good relationship with the installation. When the city is considered to be a large metropolitan area, it has that much more to offer military personnel and gives the military member an opportunity to

lose his military identity in the civilian community and to temporarily escape military regimentation.

ITEM 4:

This installation is located approximately \_\_\_\_\_ miles from the nearest city with a population of 50,000 and approximately \_\_\_\_\_ miles from a city with a population of over 250,000.

The answers to this item will be placed in three groups: (1) under ten miles; (2) ten to fifty miles; and (3) over fifty miles. Based upon the nearness of the installation to the city an analysis can be made to determine whether the attitudes of the Directors/Chiefs support greater community involvement. The frequency of military-civilian interaction is directly related to the distance between the military installation and the city. As previously discussed, the larger the city the more inducements it has for the military member and his dependents to visit it. On weekends and holidays most military installations become bare skeletons of their normal existence. Military members particularly those enlisted personnel living in the barracks areas, like their civilian counterparts, leave their homes and visit other communities. The significance of the distance between the installation and the neighboring city which would require an automobile drive of an hour or longer rests upon the assumption that the frequency

of military personnel visiting that city would be primarily limited to weekends and holidays. It also signifies that the possibility for the military community, especially the younger enlisted men and the teenage dependents of married military personnel, coming into contact with the municipal police would be greater--particularly via a traffic violation in the rush to and from the city and the installation.

ITEM 5:

There are approximately \_\_\_\_\_ Security Policemen assigned to this unit.

ITEM 6:

Approximately \_\_\_\_\_ Security Policemen are performing a law enforcement function (base patrol, gate guard, pass and registration, etc.).

The information to be derived from these two items is self-explanatory--size of the police force and the percentage of the force performing law enforcement duties. Item six is a necessary part of the questionnaire because the overwhelming majority of Security Policemen perform security duties rather than law enforcement duties. Thus Security Police acquire a security image as well as a law enforcement or "normal" police image. These two images combine to form the overall security Police image in the eyes of other military personnel. However, to the

dependents of military personnel and to the civilians who come into contact with the Security Policemen, the image which they perceive and help create is that of the law enforcement or "normal" police image. This is because civilians and dependents of military personnel are not normally permitted entrance into areas where they would encounter the Security Policeman performing his security duties.

The data from these two items will permit analysis of the percentage size of the police force and its correlation with other questionnaire items may reflect whether or not Directors/Chiefs on installations having a greater law enforcement mission have more favorable attitudes toward police-community relations than do their counterparts who might have a smaller mission. In this instance, the higher percentage of Security Policemen assigned to law enforcement duties would be indicative of a greater law enforcement mission.

ITEM 7:

I have been in the Security Police career field for \_\_\_\_\_ years.

For purposes of analysis and correlation with all other questionnaire items, the respondents' answers will be placed in three groups: (1) under four years; (2) four to ten years; and (3) over ten years. Each group possesses

degrees of experience and police expertise and one might assume that their answers will support either end of the polarized continuum--that those with less experience will have attitudes which are favorable to police-community relations and those Directors/Chiefs with greater experience will have the most unfavorable attitudes. The exact converse might also be assumed. In expecting the answers to support one or the other end of this continuum, one might reason any of the following contentions.

1. Those with less experience would be recent arrivals into the Air Force from the civilian communities and they would hold the prevalent civilian citizen attitudes toward the police which would affect their personal attitudes.

2. That those with less experience would be recent arrivals into the Air Force and would have had to have a college degree in sociology, police science, psychology, or similar social science related areas in order to be assigned to the Security Police career field. This would precipitate the view that those younger, less experienced men would be much more aware of the current law enforcement dilemmas and would be more (or less?) inclined toward establishing favorable police-community relations.

3. That the Directors/Chiefs with the greatest experience (over ten years) would have more favorable attitudes toward their communities due to their extensive experience

which would have ingrained in them an appreciation for the necessity for a good relationship with the communities if the law enforcement job is to be successfully accomplished. Along with his greater police experience, each Director/Chief would possess more senior military rank and, theoretically, greater military wisdom and experience in dealing with the purely military matters which confront the Security Police establishment.

4. That those Directors/Chiefs with the greater number of years experience would not have attitudes favorable toward police-community relations. This feeling might be predicated on a belief that the more senior Director/Chief would be of the "old provost marshal" type--rigid disciplinarian without professional police expertise and holding the view that any means justifies the end if the end is the successful accomplishment of the mission. Such a feeling would further attribute attitudes to these senior Directors/Chiefs which do not take cognizance of many human relations principles and which demonstrate a lack of concern for the individual Security Policeman, the individual citizen, and/or the overall community being served.

Which end of this polarized continuum will be exhibited can only be determined once the questionnaires have been completed, returned, and analyzed.

## ITEM 8:

List any Police Association, other than the Military Police Association, to which you belong and indicate whether it is a local, state, national, etc. association.

## ITEM 9:

Do you encourage your officer and/or airmen personnel to join and participate in a police association?    yes  
no

## ITEM 10:

Is there some type of police association in existence in the communities near your installation?    yes  
no

If yes:

- a. Are you a member?    yes    no
- b. Have you encouraged your officer and/or airmen personnel to join?    yes    no

The responses to items 8, 9, and 10 will serve as a reflection of the extent of Security Police participation in police associations as an aspect of police professionalism. The joining of a police association and the encouragement of subordinate personnel to join such associations exemplifies an attitude which is favorable toward Security Police personal involvement with the municipal police community. It shows concern for the effectuation and maintenance of a



good Security Police-community relationship with the municipal police community.

Police association membership increases the contacts between all elements of the police community. It provides an opportunity for mutual assistance, professional growth, and social enjoyment. It fosters mutual respect and understanding for the similarities and differences between individual municipal police agencies and between the Security Police and municipal police establishments.

Additionally, the responses to item 10 will aid in determining whether or not there is an inconsistency in the attitudes displayed in regard to the expressed value of participating in a police association, the encouragement of others to join, and the actual participation of the Director/Chief. If such an inconsistency exists, it might be indicative of an unexpressed negative attitude toward involvement with the neighboring police community while on the surface giving "lip service" to the value of such membership.

ITEM 11:

During the past year has your Security Police unit initiated any projects or drives designed to benefit the military or civilian community or parts thereof?    yes    no

The armed forces participate in many regularly scheduled fund drives and campaigns such as the United Fund, Red Cross, Air Force Aid Society, etc. The USAF Security Police unit on most installations, perhaps more than any other military organizational element, strives for one hundred percent participation (contributions) in every drive as an outward display of unit pride and cohesiveness, and concern for others. However, the initiation of a special drive or fund project, such as "adoption" of an orphanage or a village in an overseas area, or projects to aid needy families, or to improve recreational areas for youth, represents a greater service to the communities and reflects an awareness of the need for community involvement. At the same time, such additional, unrequired and often unsolicited assistance, creates a more favorable image of the Security Police in the eyes of those whom he serves. Yet, the multitude of noncriminal services and assistance which police agencies provide the public is often unseen or easily forgotten when an evaluation of the police is called for or when the assessment of attitudes toward the police are undertaken.

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<sup>2</sup>For a study of noncriminal services provided by metropolitan police see Elaine Cumming, Ian Cumming, and Laura Edell, "Policeman as Philosopher, Guide and Friend," Social Problems, 12:276-286, 1965.

## ITEM 12:

Do you feel that USAF has sufficient detailed guidance available in current directives to assist you (or require of you) to effect good relations with:

- a. The military community i.e., personnel living in the base housing and barracks area?    yes    no
- b. The civilian community i.e., installation visitors or civilians encountered by the town patrol?    yes  
no
- c. Local civilian police?    yes    no

Space was provided for those respondents answering no to any of the parts of item 12 to briefly explain the policies and/or procedures which they developed and implemented in their Security Police unit in order to establish and maintain an acceptable relationship with the communities being served. The responses to these items represent a critical evaluation of current Air Force policy dealing with police-community relations.

The purpose of this item was to determine whether or not there is a need, as expressed by the top Security Police personnel on the various installations, for additional Air Force guidance in this area. Correlation of the responses on this item with the items reflecting the size of the installation, number of years experience and the size of the Security Police units as reflected in the responses

of all respondents will provide a significant indication of the attitudes of the Directors/Chiefs who must implement the policies and procedures established by the Air Force. One fact of particular importance, as previously discussed, is the apparent lack of detailed guidance (regulations, manuals, or required procedures) available within the Air Force which specifically deal with USAF Security Police-community relations.

ITEM 13:

Have you ever participated in a local or state institute on police-community relations?    yes    no

ITEM 14:

Have you participated in a local or state institute on police-community relations within the past twelve months?  
yes    no

Here again, the responses to these items would serve to indicate the respondents' degree of concern with the police-community relations dilemma. Participation in local, state, or national institutes is indicative of an attempt to increase one's professionalization thereby gaining a greater expertise to effectively work with and for the public. Such participation is also an attempt to find ways to improve the police image, to serve the communities being policed, and to prevent the breakdown of communication between the police and their communities.

For items fifteen through twenty the respondents were asked to indicate the intensity of their agreement with each item by selecting one of five choices: (1) strongly agree; (2) agree; (3) do not know; (4) disagree; and (5) strongly disagree.

ITEM 15:

My Security Police unit has a poor relationship with the civilian police.

ITEM 16:

My Security Police unit maintains frequent contact with the local civilian police.

ITEM 17:

The local civilian police in the city/town NEAREST this installation are highly professional in their law enforcement and treatment of military personnel.

Municipal police and Security Police cooperation and respect for each other are influenced by their interrelationships with each other. Their actions and conduct toward each other are determined by their own attitudes which, in turn, influence the attitude and conduct of the other. In a speech before the Sixty-ninth Annual International Association of Chiefs of Police Conference in October, 1962 Major General Butchers, then the Provost

Marshal General, United States Army, poignantly emphasized the necessity for municipal police and military police co-operation if crime is to be effectively combated. In this speech General Butcher remarked that:

To combat such crime effectively every police agency must foster harmonious relationships within its jurisdiction and between all other law enforcement and kindred agencies to secure and render maximum assistance.<sup>3</sup>

Items fifteen and sixteen call for an analysis of the Security Police unit's relationship with the municipal police and for an analysis of the frequency of their interaction. The resulting data will allow for an assessment of the Security Police involvement with the municipal police community and will permit an evaluation of the responses on these two items as they relate to responses on item seventeen.

Item seventeen calls for a professional police opinion of another police agency. Correlation of the responses to this item with all responses to items fifteen and sixteen as well as to the item dealing with the self-conception of how the municipal police feel toward the Security Police will be the foundation upon which an assessment of the status of municipal police-Security Police relations will be made.

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<sup>3</sup>R. J. Butchers, Major General (USA), "Military and Civilian Police," The Police Chief, 29:24, November, 1962.

## ITEM 18:

My Security Police unit's relationship with the military community (personnel living in the base housing area and the barracks areas) is highly UNsatisfactory.

There is a multitude of types and compositions of military communities. Despite these variations, the following quotation taken from a study of Air Force bases will serve as a general description of the essential nature of the military base community.

Each base resembles a small city in many respects. There are hundreds of buildings: barracks, houses, hospital, schools, churches, offices, stores, theatres, clubs, bowling alleys, tennis courts, swimming pools, dining halls, shops and hangars, fire and police stations. Few buildings are more than two stories high, and none are more than four. Most are of frame construction and, however euphemistically, these are called "temporary." Others are built of concrete, stucco, brick, or metal, some with red tiled roofs and large porches. Occasionally one sees a splash of architectural uniformity in the Spanish colonial tradition or, more often, the drab sameness of World War II "GI" design, like that seen on many Army posts. Headquarters office buildings are distinguishable by their flag and flagpole. Shops and hangars are identified by the fences and sentries which protect them, and by their location on the "flight line" on the edge of the aircraft parking and runway area--the "airfield" in the strict sense of the term.

Family housing areas are characterized by the presence of young children and young mothers, lawns and shrubbery shaven according to regulation and the usual accouterments of American middle class households. Here live some of the families of officers and senior sergeants, but the majority are housed off the base. The fathers commute with a regularity that is set by the eight-to-five work day and upset by frequent temporary duty assignments away from their permanent duty station often in another country. Barracks, housing the majority of single men, are like barracks elsewhere, except

for an occasional new dormitory in which well-decorated private or semi-private bedrooms and baths and well-furnished lounges have been built into handsome structures of good contemporary design. Streets are paved, guttered, and laid out principally in gridiron fashion. To reduce accidents, traffic moves at a carefully policed 20 miles per hours rate. . . .

No more than one-tenth of the base population is female, including members of the Women's Air Force, civilian employees, wives, and children. Yet the female element is of such cultural and psychological magnitude that one can scarcely term the air base a "male community." Similarly, the civilian component is such, psychologically and culturally, that neither is the air base an all military community.<sup>4</sup>

Within the military community, the single enlisted men who live in the barracks require a separate consideration. In many respects these residents of the barracks form a distinctive sub-culture or sub-community within the overall military community. Coates and Pellegrin, in their study of American military installations and military life, pointed out some of the distinct aspects of the "barracks community." They said that:

For members of the barracks population, the base approximates a "total community" to an even greater extent than is the case for the military family. While living on the base, the barracks resident belongs to residential or other friendship groups which replace the family as a primary membership group. Furthermore, if we think in terms of other institutional functions, it can be readily seen that the military base provides the barracks resident with a host of facilities and services

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<sup>4</sup>Air Force Base Project Staff, The Organization and Performance of Bomb Wings: Studies of Complex Social Systems in Action. Technical Report No. 25. Institute for Research in Social Science (Chapel Hill: University of North Carolina, 1954), pp. 32-34.



provided in the civilian community by a wide variety of separate organizations. The military base takes care of the basic economic, religious, educational, health, recreational, and other needs of the individual, and it performs the usual functions of government.

The barracks population is, therefore, more dependent on the military base for the satisfaction of individual needs than are servicemen who live in the civilian community. On the other hand, the resident of the barracks has less freedom of choice in satisfying his needs than off-base residents. While the serviceman living with his family may have considerable choice of housing, schools, stores, churches, and other facilities and services needed by his family, it is usual for the barracks resident to avail himself of the services and facilities provided by the base itself. This does not imply that he is unable to patronize facilities or to make use of services that exist in the civilian community if he wishes to do so. The point is, rather, that the circumstances under which he lives and works are quite conducive to his reliance on the base for the satisfaction of most of his needs.<sup>5</sup>

In terms of the time factor, the barracks resident remains on the installation more hours per day than the other components of the military community.

This fact is significant for several reasons: the barracks population is easily available for extra duty. . . . the individual is under military control and supervision longer and more completely than the non-base resident. . . .<sup>6</sup>

Part of this increased control and supervision is the watchful eye of the Security Police establishment.

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<sup>5</sup>Charles H. Coates and Roland J. Pellegrin, Military Sociology: A Study of American Military Institutions and Military Life (University Park, Maryland: The Social Science Press, 1965), p. 389.

<sup>6</sup>Ibid., p. 390.

In correlating all responses to this item with the responses to the item requesting the analysis of how the military community feels toward the Security Police the resulting analysis will establish whether or not there is convergence of the type of relationship felt to exist between the Security Police and the conceived attitude of the military community toward the Security Police. This correlation, when coupled with the responses to the initiation or noninitiation of drives to benefit the community, will give an indication of the status of the Security Police-military community relationship within the Air Force.

ITEM 19:

My Security Police unit's relationship with the civilian community (installation visitors, civilians encountered by town patrol, etc.) is highly UNSatisfactory.

The Security Policeman is the catalyst in the Security Police-civilian community relations. Their assistance to other military personnel, dependents, and to civilians is similar to the assistance which the municipal police renders the general public. The unit's relationship with the civilian community helps to formulate the civilian's image of the Security Police and, in turn, it is affected by that image.

The responses to this item, when correlated with the items relating to the initiation of drives to assist the various communities and the respondents' analysis of how he feels the civilian community looks upon the Security Police, will be utilized to formulate an opinion as to the status of Security Police-civilian community relations within the Air Force. Furthermore, correlating the responses to this item solely with the responses to the item relating to the respondents' analysis of how the civilian community feels toward the Security Police will indicate whether or not there is a convergence of the type of relationship felt to exist and the conceived attitude of the civilian community toward the Security Police.

ITEM 20:

Good Security Police-community relations is essential to the effective accomplishment of my Security Police unit's law enforcement mission.

This item constitutes the core of the survey. The response indicated, i.e., strongly agree all the way to strongly disagree, should permeate the attitudes reflected by the responses to all other items. Based upon the prevalence of which end of the response continuum is indicated an overall analysis of the USAF Security Police-community relations spectrum can be developed and its implications enunciated. An in-depth correlative emphasis between the

responses to this item and its relationship (or lack thereof) to the responses given to items fifteen through nineteen and item twenty-one should prove to be an invaluable asset in determining/assessing the significance of the responses to the item relating to whether or not it is felt that the Air Force currently has sufficient detailed guidance available to assist Directors/Chiefs of Security Police in their Security Police-community relations efforts with all three of their communities (item 10).

ITEM 21:

Place an X by the phrase which BEST describes how YOU feel your Security Police unit is regarded by:

a. The Military Community:

- ☐ Unprofessional. One of the worse career fields in USAF.
- ☐ Not too competent.
- ☐ As good as any other career field.
- ☐ A good and impartial law enforcement unit.
- ☐ Highly competent and professional.

b. The Civilian Community:

- ☐ Worse than the local civilian police.
- ☐ As good as the local civilian police.
- ☐ Better than the local civilian police.

Different from, but still  
     worse      as good as      better than  
the local civilian police.

c. Local Civilian Police Community:

     Unprofessional.  
     Not too competent as a law enforcement unit.  
     As good as any other military police unit.  
     A good law enforcement unit.  
     Highly competent and professional.

The responses to this item call for a self-analysis of the internalized police feelings toward the communities served as well as an evaluation of the "feelings" and "impressions" developed through the interaction or lack of interaction of the Security Police with their three communities. These results can be correlated with Westley's study<sup>7</sup> to determine the degree of alienation from their communities as felt by the respondents; thus examining the applicability of the pariah concept to the USAF Security Police. This analysis, when viewed in light of the responses to the other questionnaire items relating to the attitudes and relationship of the Security Police to their communities, will contribute to the final conclusions

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<sup>7</sup>William A. Westley, "Violence and The Police," American Journal of Sociology, 59:35-43, July, 1953.

regarding the overall status of the effectiveness and demonstrated concern of the Security Police with the police-community relations dilemma which continues to plague law enforcement establishments everywhere.

ITEM 22:

The following questions refer to the National Center on Police and Community relations located at Michigan State University:

a. Are you aware of its existence and functions?

☐ Never heard of the Center.

☐ Vaguely aware of its existence and functions.

☐ Aware of the Center but never used its services.

☐ I have used the services of the Center.

☐ Intimately familiar with the Center.

b. Even if you are not familiar with the Center, by virtue of its name "National" Center on Police and Community relations, do you feel that the military could profit by using its services and contributing the viewpoints and ideas of those in the Security Police career field?

☐ definitely no ☐ no ☐ questionable ☐ yes ☐ definitely yes

The National Center on Police and Community relations is located at Michigan State University, East Lansing, Michigan, and is a vital part of the School of Police Administration and Public Safety. It was established in July, 1960,

on the basis of a substantial grant from the Field Foundation, Inc., and has continued to exist up until the present time on the basis of this grant and the support from other foundations and social and private agencies.

According to Professor Louis A. Radelet, the Center's Director,<sup>8</sup> the Center has from its earliest inception dedicated its existence to the proposition that the police are an important part of, not apart from the communities they serve. To support this proposition on a daily basis, the Center's functional operations revolve around the provision of the following five services to all communities and all police agencies:

1. Undertaking action-related research projects.
2. Preparing, publishing and circulating reports, manuals, pamphlets, booklets and other literature in the field of its interest.
3. Developing and conducting educational and training programs.
4. Providing direct consultative service to interested police and community agencies and organizations.

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<sup>8</sup>The material on the purposes and operation of the Center was derived from notes taken in a series of lectures given by Professor Radelet in a graduate course on police and community relations at Michigan State University during the Fall term of 1967 and through subsequent consultations with Professor Radelet and his staff.

5. Training young professionals for work in the field of police and community relations.

The Center's purposes which underlie all of its services and which yearly are highlighted, intensified, and sensitized at the Annual National Institute on Police and Community Relations are:

To offer an opportunity for police and others involved in the administration of criminal justice, along with the public and private agencies and individuals in the community, to recognize the needs, opportunities and responsibilities to work together, for the common good. Attention is given to the perfecting of the means and resources by which this end is to be achieved.

More specifically the purposes may be enumerated as follows:

1. To foster and improve communication, and--hopefully--mutual understanding in the relationship of the police and the total community.
2. To promote interprofessional (teamwork) approaches to the solution of community problems.
3. To enhance cooperation in the relationship of police with prosecution, the courts and corrections.
4. To assist police and other community leaders in an understanding of the nature and causes of complex problems in people-to-people relations, thereby to encourage intelligent and prudent handling of these problems.
5. To further the professional development of law enforcement personnel, with particular regard to the implications of professionalism in equal protection of the law for all persons, and respect for their rights as persons.
6. To lend stress to the principle that the administration of criminal justice, in all its ramifications, is a total community responsibility.<sup>9</sup>

The director of the Center firmly believes that the fundamental philosophy of all those concerned with the police-

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<sup>9</sup> Nelson A. Watson (ed.), Police and the Changing Community (Washington, D.C.: International Association of Chiefs of Police, 1965), p. 122.



community relations dilemma, especially the Center, must of necessity, be expressed in the belief that the keystone of modern progressive law enforcement is professional objectivity, based upon a keen appreciation of the relationship between man and the law and the impact of the law upon community relations. However, he warns that preventing crime, preserving the peace, and enforcing the laws have come to imply a great deal more than merely the rigid regulation of people.<sup>10</sup>

Item twenty-two was designed to produce relevant data which will aid in determining to what degree respondents were aware of the existence and functions of the Center and to elicit their opinion regarding the value and worth of Security Police personnel's use of the Center's services and participation in the annual national institute. The subsequent analysis of the data will succinctly lead the way to a continuation of the absence of participation of military police leaders in the annual institute or will become the catalytic agent which will foster a closer relationship between the Center and military police of the Air Force and the Army (if the results can be validly assumed to apply equally to the Army Military Police Corps).

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<sup>10</sup>Series of Radelet lectures, op. cit.

## ITEM 23:

Often it is the "little" unrequired services given the military and/or civilian community which influences the image these communities have of the Security Police. Please explain BRIEFLY any services or procedures which your unit utilizes that have proven to be of value in creating a favorable Security Police image.

The purpose of this item is to obtain data which will permit an analysis and compilation of the efforts the individual Security Police units exert in order to enhance their image in the eyes of the communities they serve. The resulting evaluation might tend to show a consistency of innovation on the part of the respondents which could be of meaningful assistance to the Department of the Air Force should it decide to establish more detailed and specific guidelines in the area of Security Police-community relations.

## II. SUMMARY

The purpose of the questionnaire, through its structure and design, was to accomplish the goal of this research study--to qualitatively and correlatively present the results of a national survey of United States Air Force Directors/Chiefs of Security Police attitudes pertaining to USAF Security Police-community relations. In constructing the

questionnaire careful consideration was given to the analysis of the police-community relations dilemma as it exists today. Thus the fact that the military police and the municipal police share a common law enforcement goal, a common police image, and are mutually concerned with the quality of their community relations served as the environment in which the questionnaire items were conceived.

Each item comprising the questionnaire was discussed along with the rationale underlying its relevancy and precipitating its inclusion. What remains now is the presentation and analysis of the data which the questionnaire elicited. It is to this analysis that we now turn.

## CHAPTER V

### SURVEY FINDINGS AND CONCLUSIONS

The self-administering questionnaire referred to in Chapter IV was mailed to the Director/Chief of Security Police at 115 Air Force Bases located within the continental limits of the United States. Ninety-six (83.5%) questionnaires were returned. However, only 94 (81.7%) were utilized due to incomplete responses and/or late arrivals. The data obtained from the survey will be presented in three categories in order to analyze the results in a more meaningful and understandable form. These three categories include: (1) the general characteristics of the respondents and their installations; (2) the overall findings of the survey based upon the responses of all respondents to the questionnaire items; and (3) the responses of all respondents according to the major air command to which they are assigned.

#### Survey Limitations

Before the data is presented, however, it is important to emphasize that these evaluations and attitudes arise from a distinctly limited perspective--that of Air Force "Chiefs of Police." As such, this constituted a limitation upon the survey's findings. Were the survey to have included an attempt to ascertain the attitudes of individual

Security Policemen as well as the public's view of the Security Police perhaps a picture of USAF Security Police--community relations vastly different from that obtained by this survey would have resulted.

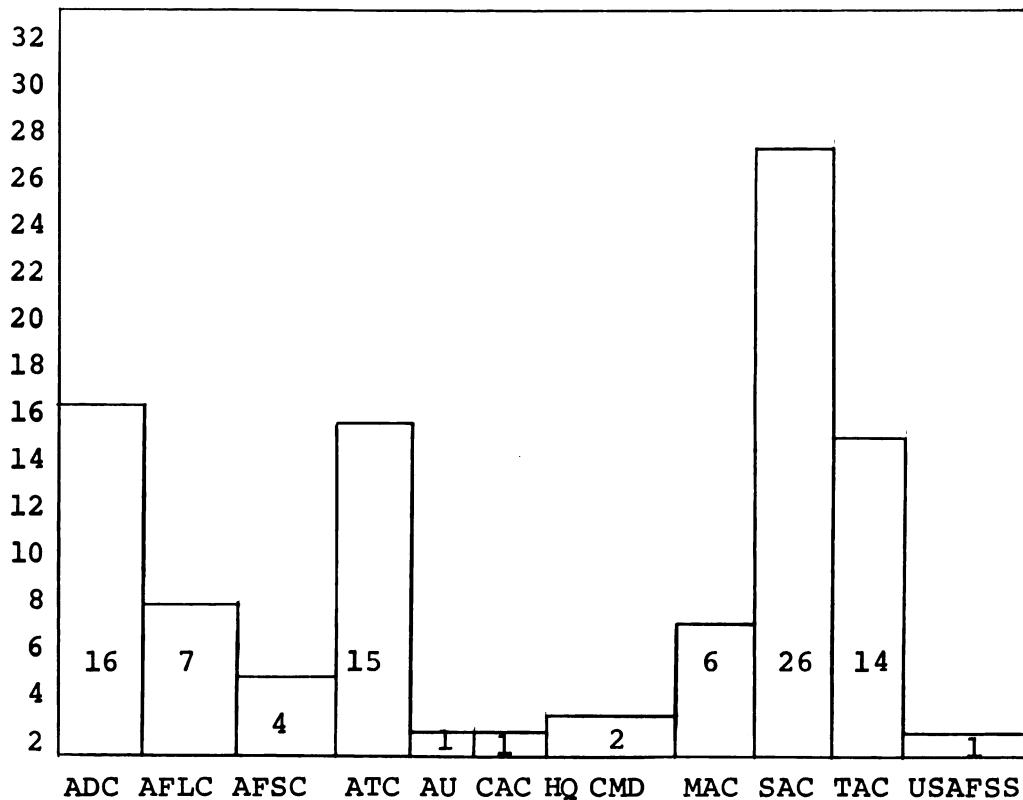
#### I. GENERAL CHARACTERISTICS OF RESPONDENTS

As Table I depicts, the respondents were assigned to eleven major air commands. The approximate population of the installations were reported as: under 4,000--20.2%; 4,000-8,000--27.7%; 8,000-12,000--16%; 12,000-16,000--7.4%; over 16,000--21.3%; and those failing to indicate the size of their installation constituted 7.4% of the respondents.

Twenty-nine (30.9%) installations were located adjacent to a town with a population under 25,000. Nineteen (20.2%) installations were near a city with a population between 25,000 and 50,000. Cities with a population between 50,000 and 250,000 were close to thirty installations (31.9%). Fourteen (15%) of the installations were adjacent to large metropolitan areas--population over 250,000. Two (2%) of the respondents failed to answer this item.

Table II graphically portrays the responses to item three of the questionnaire. As noted, the majority of the installations were within ten miles of a city with a population of 50,000 and were over fifty miles away from a city of 250,000 population.

TABLE I  
TOTAL NUMBER OF RESPONDENTS  
BY MAJOR AIR COMMAND\*

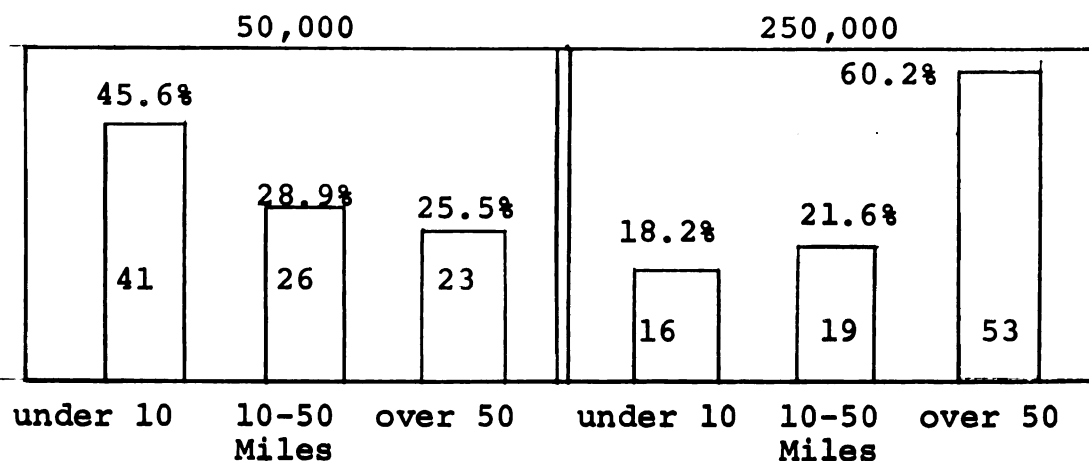


\*See Appendix C for command abbreviations.

In answer to items five and six the respondents indicated that the number of Security Policemen assigned was in excess of 16,500 and of that number more than 5,500 (32.2%) were performing law enforcement duties. Additionally, according to the estimate of the overall number of men comprising the USAF Security Police force as given by Lieutenant Colonels

TABLE II

INSTALLATION DISTANCE FROM CITY OF:



Newnam and Fleek,<sup>1</sup> the respondents, as Directors/Chiefs, controlled approximately 34.4% of the total USAF Security Police Strength. As such, the significance of the remaining data is enhanced as one realizes that the attitudes revealed by this national survey affects such a large percentage of the Security Police throughout the Air Force. The percentage of the Security Police Force, by major air command, is further depicted in Table III.

The average respondent had 8.8 years experience in the Security Police career field. The experience level of the respondents ranged from slightly less than one year to twenty-nine years experience.

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<sup>1</sup>See T. J. Newnam, Lt. Col. and T. A. Fleek, Lt. Col., "The Air Force Approach to Professional Police Management," The Police Chief, 34:31-43, May, 1967.

TABLE III  
PERCENTAGE OF SECURITY POLICE FORCE  
PERFORMING LAW ENFORCEMENT DUTIES--  
BY MAJOR AIR COMMANDS

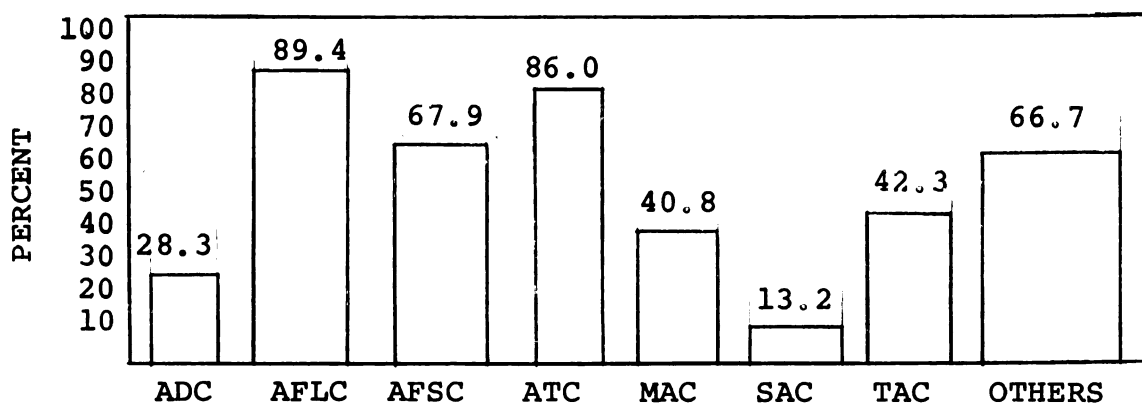


Table IV depicts several additional general characteristics of the survey respondents. The average number of years experience in the Security Police career field; the average population of the respondents' installations; and the respondents' attitudes reflecting the essentiality of good Security Police-community relations to the accomplishment of their law mission are graphically portrayed. These characteristics are presented as they relate to all the respondents collectively and as they relate to the respondents when grouped according to their major air command.

## II. OVERALL FINDINGS

Table V reflects that seventy-four (78.7%) of the respondents indicated that they encouraged their subordinates



GENERAL CHARACTERISTICS OF RESPONDENTS  
BY THEIR MAJOR AIR COMMAND

|        | Avg. # Yrs.<br>experience | Avg. Base<br>population | Good Relations<br>Essential | Total |
|--------|---------------------------|-------------------------|-----------------------------|-------|
| ADC    | 6.9                       | under 4,000             | 15 (93.8%)                  | 16    |
| AFLC   | 17.1                      | over 16,000             | 7 (100.0%)                  | 7     |
| AFSC   | 10.5                      | 8-12,000                | 3 (75.0%)                   | 4     |
| ATC    | 7.4                       | over 16,000             | 15 (100.0%)                 | 15    |
| MAC    | 4.8                       | over 16,000             | 5 (83.3%)                   | 6     |
| SAC    | 10.8                      | 8-12,000                | 22 (84.6%)                  | 26    |
| TAC    | 6.5                       | 4-8,000                 | 11 (78.5%)                  | 14    |
| OTHERS | 7.3                       | 4-8,000                 | 5 (100.0%)                  | 5     |
| TOTAL  | 8.8                       | 4-8,000                 | 83 (89.2%)                  | 94    |

TABLE V

POLICE ASSOCIATION: EXISTENCE,  
MEMBERSHIP, AND ENCOURAGEMENT

|                                    |                  |
|------------------------------------|------------------|
| Do you encourage your men to join? | Yes 78.7% (N=94) |
| Is there a local association?      | Yes 71.3% (N=94) |
| If Yes:                            |                  |
| Do you belong?                     | Yes 64.1% (N=67) |
| Do you encourage your              |                  |
| men to join?                       | Yes 77.6% (N=67) |

to join and participate in a police association. However, only sixty-seven (71.3%) indicated that there was a police association in existence in the communities near their

installation. Of those sixty-seven, only forty-three (64.1%) were themselves members of the local police association. Despite this low frequency of membership, fifty-two (77.6%) respondents did encourage their subordinates to join the local association. Thus the data indicates a favorable attitude of the respondents toward joining a police association and encouraging their subordinates to join. However, there was a greater trend on the part of the respondents to encourage their subordinates to join such associations even when they were not members themselves. The data does portray a slight inconsistency in the attitudes displayed in regard to the expressed value of participating in a police association, and the actual participation of the respondents.

Reflecting an awareness of the need for community involvement and a concern for others, sixty-eight (72.3%) of the respondents indicated that within the past year their unit had initiated a project or drive designed to benefit either the military community or the civilian community. The data also indicated that the respondents overwhelmingly (89.2%) believed that good Security Police-community relations were essential to the effective accomplishment of their law enforcement mission (Table IV). This served to validate this researcher's initial assumption that the Security Police were concerned with the maintenance of a good relationship between themselves and the communities

they serve. Even so, only fifty (53.2%) respondents had ever participated in a local or state institute on police-community relations; and of that number, only thirty-one (62%) had participated within the past twelve months.

#### Status of Relationship with Communities

The responses to the items relating to Security Police relationships with their three communities revealed that the Security Police feel that they have a good relationship with their communities. The respondents perceived themselves as being favorably regarded by their communities. They expressed only a slight need for additional detailed guidance from Headquarters USAF in this area. The major conclusion reached regarding Security Police-community relations is that the Directors/Chiefs of Security Police do not feel that they or their men are alienated from their communities to the degree as was initially inferred by this researcher. In fact, the survey data substantially refutes the contention that Westley's pariah concept is equally applicable to the Security Police.<sup>2</sup> The basis for this conclusion rests upon the analysis of the responses to questionnaire items twelve through twenty-one.

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<sup>2</sup>See William A. Westley, "Violence and the Police," American Journal of Sociology, 59:35-43, July, 1953.

Tables VI through VIII graphically portray the survey data which formed the basis for the above conclusions. As reflected in Table VI, sixty-six (66.7%) respondents indicated that they felt that USAF had sufficient detailed guidance available in current directives to assist them in effecting a dynamically good relationship with their military community. The comparable figures for the civilian community and the local municipal police community were 64.8% and 68.4% respectively. However, the dissenting percentages (33.3%, 35.2%, and 31.6%) constitute a substantial minority and are worthy of some consideration. The implications reflected by this high minority opinion are that many Directors/Chiefs feel themselves in a quandry and desire additional detailed guidance from Headquarters USAF in order to improve/maintain a good relationship with their communities.

The respondents were virtually unanimous in disagreeing with the statements that their unit's relationship with their communities was poor or highly unsatisfactory (items 15, 18, and 19). As Table VII illustrates, the respondents were in complete disagreement (100%) with the statement that their unit had a poor relationship with the local municipal police. The comparable refutations regarding unsatisfactory relationships with the civilian community and the military community were 97.8% and 93.5% respectively. Additionally, ninety-one (97.8%) respondents reported that they had

TABLE VI  
NEED FOR USAF GUIDANCE

| Military Community | Civilian Community | Police Community |
|--------------------|--------------------|------------------|
| NO 66.7% (N=93)    | NO 64.8% (N=91)    | NO 68.4% (N=92)  |
| YES 33.3% (N=93)   | YES 35.2% (N=91)   | YES 31.6% (N=92) |

frequent contact with the local municipal police upon which to base their evaluations (item 16). The data also shows a favorable evaluation of the municipal police since seventy-six (81.7%) respondents indicated that the local municipal police in the city nearest their installation were highly professional in their law enforcement and treatment of military personnel. This high percentage of respondents reflecting favorable relations and frequent contact with their communities necessarily leads to the conclusion that the Security Police, except in isolated cases, feel themselves to be an integral part of their communities. They do not consider themselves isolated or alienated because of their occupation as Security Policemen.

The data reflects that the Security Police do not feel subservient to the communities they serve. They do not, as a whole, attribute unfavorable attitudes to their communities. The respondents perceived their communities'

TABLE VII  
PERCEIVED RELATIONSHIP WITH COMMUNITIES

|  | Disagree/Strongly<br>Disagree | Do Not<br>Know | Agree/Strongly<br>Agree | Total |
|--|-------------------------------|----------------|-------------------------|-------|
| Poor with<br>Police<br>Community                     | 90 (100.0%)                   |                |                         | 90    |
| Unsatis-<br>factory<br>with<br>Military<br>Community | 86 (93.5%)                    |                | 6 (6.5%)                | 92    |
| Unsatis-<br>factory<br>with<br>Civilian<br>Community | 91 (97.8%)                    |                | 2 (2.2%)                | 93    |

attitude toward the Security Police to be acceptable and generally highly favorable. A look at Table VIII aptly illustrates this situation. Fifteen (16.2%) respondents, and six (7.4%) respondents, however, did attribute negative attitudes to their military and municipal police communities respectively. At the same time, the remaining respondents felt that these communities regarded the Security Police to be "as good as other Air Force jobs" and "as good as other military police units." A substantial number of respondents (70.9%) felt that their military community and their municipal police community considered them as a good and impartial law enforcement unit which was highly competent and professional. A likewise substantial number of respondents (75.6%)

TABLE VIII  
PERCEIVED ATTITUDES OF COMMUNITIES  
TOWARD THE SECURITY POLICE

|                                  | As Good as<br>Other Jobs | Good, Impartial, Com-<br>petent, & Professional | Not Competent<br>Unprofessional |
|----------------------------------|--------------------------|---|---------------------------------|
| Military<br>Community            | 12 (12.9%)               | 66 (70.9%)                                      | 15 (16.2%)                      |
| Municipal<br>Police<br>Community | 9 (9.8%)                 | 77 (82.8%)                                      | 6 (7.4%)                        |
| Civilian<br>Community            | 22 (23.4%)               | 70 (75.6%)                                      | 2 (1.0%)                        |

felt that the civilian community regarded the Security Police as being different from their municipal police but still as good as or better than the municipal police.

National Center on Police  
and Community Relations

The survey respondents overwhelmingly (72.1%) were unfamiliar with the existence and functions of the National Center on Police and Community Relations (Table IX). Only 27.9% of the respondents had ever heard of the Center. Despite the fact that many of the respondents were members of various local, state, and national police associations, they were so overwhelmingly unaware of the Center. This factor prompted the author to research the proceedings of

TABLE IX  
ATTITUDES PERTAINING TO THE NATIONAL CENTER  
ON POLICE AND COMMUNITY RELATIONS

|   |              |
|---|--------------|
| Are you aware of the Center's existence & functions?  |              |
| Never/vaguely heard of it:  | 72.1% (N=93) |
| Aware but never used<br>its services:   | 25.8% (N=93) |
| Intimately familiar:  | 2.1% (N=93)  |
| Can the military profit by using the Center and Con-<br>tributing Security Police viewpoints? |              |
| Yes/definitely yes  | 80.2% (N=91) |
| Questionable  | 18.7% (N=91) |
| No/definitely no  | 1.1% (N=91)  |

the Annual National Institute on Police and Community Relations. The findings were equally disheartening. The available records of the proceedings of the past ten institutes were reviewed to determine whether or not military police personnel have ever participated. Nowhere could military police (Air Force, Army, or otherwise) participation be discovered--even though the last few years have heightened the communities' awareness of the military policeman's role in assisting the municipal police during instances of mass civil disobedience.



Equally as overwhelming were the responses (80.2%) favoring the value of military participation in the activities of the Center and favoring the resulting opportunity for the Security Police to contribute their viewpoints as they pertain to police-community relations. Based upon the above, the obvious conclusion to be reached is that these respondents, who represent a substantial majority of the top Security Police Officers throughout the Air Force, desire a chance to contribute their Security Police experiences and expertise toward solving the police-community relations dilemma. Indeed, based upon the significant findings of this survey, the municipal police might well profit from such an exchange of ideas and perspectives. The conclusion must also be reached that the continued absence of participation of Security Police (yea, even military police of the Army and the other branches of the armed forces) in the annual institutes and the apparent total absence of communication between the Center and the numerous Air Force and Army military police agencies should be actively repulsed. There is much that municipal and military law enforcement stand to gain if communication and opportunities for mutual exchange of information, techniques, and experiences are increased. There is little to be gained if the present void remains static and empty.

### III. ANALYSIS BY MAJOR AIR COMMAND

The overall analysis of the survey data by the respondents' major air command did not produce any significant command characteristics except in regard to the expressed need for additional detailed guidance from Headquarters USAF in the area of Security Police-community relations, and in the perceived attitudes of the military community toward the Security Police. The breakdown of the data by the major air command of the respondents did not otherwise alter the basic findings and conclusions of the survey. All respondents, collectively as well as by major air command, felt themselves and their units to be an integral part of the communities they served. They neither felt isolated nor alienated from their communities.

The grouping of the responses by major air command did not produce any other command characteristics which were at variance with the overall survey results. However, Tables X through XVIII depict command responses to selected questionnaire items which tend to highlight and summarize the prevalent attitudes of the respondents toward Security Police-community relations.

Table X highlights the prevalence of Security Police initiated community projects within each command during the past year. Table XI displays the expressed need for

TABLE X  
RESPONDENTS INDICATING CONDUCT OF COMMUNITY  
PROJECTS DURING PAST YEAR

|        | Yes        | No      | Total |
|--------|------------|---------|-------|
| ADC    | 12 (7.5%)  | 4       | 16    |
| AFLC   | 4 (57.1%)  | 3       | 7     |
| AFSC   | 3 (75.0%)  | 1       | 4     |
| ATC    | 12 (80.0%) | 2       | 14    |
| MAC    | 3 (50.0%)  | 3       | 6     |
| SAC    | 21 (80.8%) | 5       | 26    |
| TAC    | 11 (73.3%) | 3       | 14    |
| OTHERS | 2          | 3 (60%) | 5     |

TABLE XI  
RESPONDENTS' EXPRESSED NEED FOR USAF GUIDANCE  
IN SECURITY POLICE-COMMUNITY RELATIONS

|        | Military Community |    | Civilian Community |    | Police Community |    |
|--------|--------------------|----|--------------------|----|------------------|----|
|        | Yes                | No | Yes                | No | Yes              | No |
| ADC    | 8                  | 8  | 10                 | 5  | 8                | 8  |
| AFLC   | 4*                 | 3  | 4*                 | 3  | 4*               | 3  |
| AFSC   | 2*                 | 2  | 2*                 | 2  | 2*               | 2  |
| ATC    | 3                  | 12 | 2                  | 13 | 2                | 13 |
| MAC    | 3*                 | 3  | 2                  | 4  | 2*               | 3  |
| SAC    | 7                  | 19 | 9*                 | 17 | 7                | 19 |
| TAC    | 3                  | 11 | 2                  | 11 | 2                | 12 |
| OTHERS | 1                  | 4  | 1                  | 4  | 1                | 4  |
| TOTAL  | 31*                | 62 | 32*                | 59 | 28               | 64 |

\*Represents a substantial minority of command respondents and is considered statistically significant.

Headquarters USAF guidance in the area of Security Police-community relations. As indicated, many respondents from several of the major air commands revealed a need for additional detailed USAF guidance. Table XII reinforces this expressed need as it depicts the need for USAF guidance to installations of various populations. Although, in neither of the charts are these needs expressed as representing a majority of the respondents, the prevalence of such substantial minorities is considered statistically significant and warrants attention if the Security Police are to effect and/or maintain good relations with the communities they serve.

Tables XIII, XIV, and XV depict the relationship of the Security Police to their three communities as perceived by the respondents. Within each major air command, the results remain consistent with the overall survey findings. The near unanimity of the commands in reflecting perceived good relations with their communities again refutes the inferred contention that Security Policemen, like their municipal police counterparts, feel themselves to be pariahs and consequently isolated from their communities.

The command-by-command breakdown of the survey responses as portrayed in Tables XVI, XVII, and XVIII indicates how the respondents feel themselves and their units are regarded by their three communities. The significant

TABLE XII

RESPONSES, BY SIZE OF INSTALLATION POPULATION,  
 REFLECTING A NEED FOR USAF GUIDANCE  
 TO ASSIST UNITS IN ATTAINING GOOD  
 RELATIONS WITH THEIR COMMUNITIES

| Installation<br>Population | Military<br>Community | Civilian<br>Community | Police<br>Community | Total |
|----------------------------|-----------------------|-----------------------|---------------------|-------|
| Under 4,000                | 5 (26.3%)             | 7 (38.9%)             | 6 (31.6%)           | 17    |
| 4-8,000                    | 9 (34.6%)             | 10 (38.5%)            | 9 (34.6%)           | 28    |
| 8-12,000                   | 6 (40.0%)             | 4 (28.6%)             | 3 (21.4%)           | 13    |
| 12-16,000                  | 2 (28.6%)             | 2 (40.0%)             | 2 (28.6%)           | 6     |
| over 16,000                | 7 (35.0%)             | 7 (36.8%)             | 7 (35.0%)           | 21    |
| Total                      | 29 (33.3%)            | 30 (37.3%)            | 27 (31.4%)          | 86    |

aspect of the portrayed data reflects that a substantial minority of Aerospace Defense Command respondents and Military Airlift Command respondents feel that they and their units are not highly regarded by their military communities. They feel that their military communities regard the Security Police as being not too competent and unprofessional --"one of the worst career fields in the Air Force." Even though the percentage of the respondents indicating perceived negative attitudes is small, the size of the minority is regarded as being statistically significant. The implication is clearly presented when considered in light of the previously expressed need for additional USAF guidance in the police-community relations area. As long as even a small minority of Security Police personnel feel themselves

TABLE XIII

## PERCEIVED RELATIONSHIP WITH POLICE COMMUNITY

|        | Disagree/Strongly<br>Disagree | Do Not<br>Know | Agree/Strongly<br>Agree | Total |
|--------|-------------------------------|----------------|-------------------------|-------|
| ADC    | 16 (100%)                     |                |                         | 16    |
| AFLC   | 7 (100%)                      |                |                         | 7     |
| AFSC   | 4 (100%)                      |                |                         | 4     |
| ATC    | 15 (100%)                     |                |                         | 15    |
| MAC    | 6 (100%)                      |                |                         | 6     |
| SAC    | 25 (100%)                     |                |                         | 25    |
| TAC    | 5 (100%)                      |                |                         | 5     |
| OTHERS | 5 (100%)                      |                |                         | 5     |
| TOTAL  | 90 (100%)                     |                |                         | 90    |

TABLE XIV

## PERCEIVED RELATIONSHIP WITH MILITARY COMMUNITY

|        | Disagree/Strongly<br>Disagree | Do Not<br>Know | Agree/Strongly<br>Agree | Total |
|--------|-------------------------------|----------------|-------------------------|-------|
| ADC    | 14 (87.5%)                    |                | 2 (12.5%)               | 16    |
| AFLC   | 7 (100.0%)                    |                |                         | 7     |
| AFSC   | 3 (75.0%)                     |                | 1 (25.0%)               | 4     |
| ATC    | 15 (100.0%)                   |                |                         | 15    |
| MAC    | 4 (80.0%)                     |                | 1 (20.0%)               | 5     |
| SAC    | 26 (100.0%)                   |                |                         | 26    |
| TAC    | 12 (85.7%)                    |                | 2 (14.3%)               | 14    |
| OTHERS | 5 (100.0%)                    |                |                         | 5     |

TABLE XV

## PERCEIVED RELATIONSHIP WITH CIVILIAN COMMUNITY

|        | Disagree/Strongly<br>Disagree | Do Not<br>Know | Agree/Strongly<br>Agree | Total |
|--------|-------------------------------|----------------|-------------------------|-------|
| ADC    | 16 (100.0%)                   |                |                         | 16    |
| AFLC   | 7 (100.0%)                    |                |                         | 7     |
| AFSC   | 3 (75.0%)                     |                | 1 (25.0%)               | 4     |
| ATC    | 15 (100.0%)                   |                |                         | 15    |
| MAC    | 6 (100.0%)                    |                |                         | 6     |
| SAC    | 26 (100.0%)                   |                |                         | 26    |
| TAC    | 13 (92.9%)                    |                | 1 (7.1%)                | 14    |
| OTHERS | 5 (100.0%)                    |                |                         | 5     |
| TOTAL  | 91 (97.8%)                    |                | 2 (2.2%)                | 93    |

isolated and alienated from their communities major air command and Headquarters USAF assistance is needed to effect a change of perceptions and attitudes and to enhance the Security Police image without jeopardizing the accomplishment of their mission.

## IV. SUMMARY

A caveat about interpretation of this data must be introduced at the end as well as the beginning of the survey analysis. The survey was limited solely to ascertaining the attitudes, perceptions, and opinions of the Air Force "Chiefs of Police" and did not attempt to acquire data from individual Security Policemen or the general public.

TABLE XVI  
PERCEIVED ATTITUDES OF MILITARY COMMUNITY  
TOWARD SECURITY POLICE

|        | As Good As<br>Other Jobs | Good, Impartial, Com-<br>petent & Professional | Not Competent/<br>Unprofessional |
|--------|--------------------------|--|----------------------------------|
| ADC    | 2                        | 10   | 4*                               |
| AFLC   | 1                        | 5  | 1                                |
| AFSC   |                          | 3  | 1                                |
| ATC    | 3                        | 11   | 1                                |
| MAC    |                          | 2  | 4*                               |
| SAC    | 3                        | 20   | 3                                |
| TAC    | 3                        | 10   | 1                                |
| OTHERS |                          | 5  |                                  |
| TOTAL  | 12                       | 66   | 15                               |

TABLE XVII  
PERCEIVED ATTITUDES OF CIVILIAN COMMUNITY  
TOWARD SECURITY POLICE

|        | As Good As The<br>Municipal Police | Different: As Good<br>As or Better Than | Worse Than Muni-<br>cipal Police |
|--------|------------------------------------|---|----------------------------------|
| ADC    | 1                                  | 15                                      |                                  |
| AFLC   |                                    | 7                                       |                                  |
| AFSC   |                                    | 4                                       |                                  |
| ATC    | 1                                  | 13                                      | 1                                |
| MAC    |                                    | 6                                       |                                  |
| SAC    | 3                                  | 23                                      |                                  |
| TAC    | 2                                  | 12                                      | 1                                |
| OTHERS |                                    | 5                                       |                                  |
| TOTAL  | 7                                  | 85                                      | 2                                |

\*Represents a substantial minority of command respondents and is considered statistically significant.



TABLE XVIII  
PERCEIVED ATTITUDES OF POLICE COMMUNITY  
TOWARD SECURITY POLICE

|        | As Good As<br>Other Mili-<br>tary Police | Good, Impartial,<br>Competent and<br>Professional | Not Competent/<br>Unprofessional |
|--------|--|---|----------------------------------|
| ADC    | 2  | 14  |                                  |
| AFLC   | 1  | 6   |                                  |
| AFSC   | 1  | 3   |                                  |
| ATC    |  | 13  | 2                                |
| MAC    | 1  | 5   |                                  |
| SAC    | 2  | 23  | 1                                |
| TAC    | 1  | 11  | 2                                |
| OTHERS | 1  | 3   | 1                                |
| TOTAL  | 9  | 77  | 6                                |

Given the national sample of Air Force Directors/Chiefs of Security Police from Air Force Bases within the continental limits of the United States, care should be taken in generalizing not only to a universe of all Security Police officers in the Air Force but to a universe of all Security Police officers assigned to a given Air Force installation.

Within this chapter, the survey data was presented in three categories: (1) the general characteristics of the respondents and their installation; (2) the overall findings of the survey based upon the responses of all the

respondents; and (3) the responses of all the respondents according to the major air command to which they are assigned.

The survey data produced some significant conclusions which tend to intensify the need for a greater in-depth treatment of Security Police-community relations. The data succinctly indicated the following significant results:

1. The respondents felt that the Security Police were maintaining good relations with their three communities--the military community, the civilian community, and the municipal police community.

2. The respondents perceived themselves and their units as being favorably regarded by their communities.

3. The respondents were overwhelmingly unaware of the existence and functions of the National Center on Police and Community Relations. However, they felt that utilization of the Center's services would benefit the military. They also greatly desired an opportunity to participate in the annual national institute.

4. The respondents expressed a need for additional detailed guidance from Headquarters USAF in the area of how to effect and maintain a good Security Police-community relations program.

The major conclusions reached regarding the functioning of the Security Police in the prevalent atmosphere of tense police-community relations are that:

1. The Air Force Security Police do not feel alienated from their communities to the degree as was initially inferred by this researcher.

2. The survey data substantially refuted the contention that the Security Police, like their municipal police counterparts, felt themselves to be pariahs. The converse seems abundantly clear--they feel themselves to be an integral part of the communities they serve.

## CHAPTER VI

### SUMMARY AND CONCLUSIONS

The police are an essential component of the American Criminal Justice System. Their role and basic goal within American society is conceived to be: the maintenance of order in society for the safety, preservation, and benefit of society. The divergent way in which the police and the public expect the police to perform their role and to achieve their basic goal causes a deep concern and perpetuates the confusion which exists to such an extent that the role of the police in American society is an exacerbating phenomenon today.

Within this milieu, the law enforcement establishments --municipal police and the police within the military establishment--are confronted with the task of fulfilling two seemingly incompatible ends. These circumstances have precipitated and intensified ill feelings, misunderstandings and an overall set of poor relationships between the police and the communities they serve.

#### I. SUMMARY

The police within the military establishment, though living in a relatively "closed community," are equally concerned with effecting and maintaining a good relationship

with the communities they serve. The fact that the military police and the municipal police share a common law enforcement goal, a common police image, and are mutually concerned with the status of their relationship with their communities was discussed in the first three chapters. Despite the difference in their law enforcement orientation, the mutual concern exhibited by these two police agencies, along with their mutual police responsibilities to the public, permitted the analytical comparison.

Police-community relations was defined as "the sum total of the many and varied ways in which it may be emphasized that the police are part of and not apart from the communities they serve."<sup>1</sup>

Chapters II and III of this report briefly documented the existence of the police-community relations dilemma which now plagues the law enforcement establishments throughout the nation. An a priori conceptual design and an empirically oriented methodological approach was used in comparatively analyzing these two establishments as they function within the environment of the dilemma.

The basic premise of these chapters was that the current status of the dilemma aptly points out that too often citizens do not understand police problems, authority,

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<sup>1</sup>Nelson A. Watson (ed.), Police and the Changing Community (Washington, D.C.: International Association of Chiefs of Police, 1965), p. 122.

and limitations and that, at the same time, police themselves do not clearly understand their role in the community. The uniqueness of the Security Police's "communities" further complicates this dilemma. The Security Police were conceived as having three communities with which they must effectuate a good relationship. These communities are:

- (1) the military "community"--those individuals living within the confines of the installation and residing in the married housing area, the enlisted personnel barracks area, or in the bachelor officers' quarters;
- (2) the civilian law enforcement "community"--the municipal police agencies; and
- (3) the civilian "community"--the non-military citizens of the neighboring communities who visit the military installation or who are encountered by the Security Police as they perform town patrol duties.

In order to bring the analysis into sharper focus, five of the more significant "reasons" why the police and the communities policed are at odds with each other were presented as categories which permitted comparative analysis between the elements of the dilemma facing both police establishments. These categories were: (1) the nature and function of the police task and the lack of public understanding of that function; (2) the police adversary concept: that the police and those policed are natural enemies; (3) the lack of police professionalism; (4) rigid police

procedures and the uncertainty of the law; and (5) police organizational inadequacy to deal with the problem.

### Reason for the Survey

In recent years numerous studies, surveys, and research projects have been undertaken to examine police attitudes toward citizens, police perceptions of citizens' attitudes toward their police agency, and citizens' attitudes toward the police. The proliferation of these studies have produced a meaningful quantity of knowledge which reflects the existence of the police-community relations dilemma. However, prior to this survey, no comparable research study had ever been undertaken to ascertain the attitudes of the military police toward their communities and their perceptions of their communities' attitudes toward them. The lack of empirical research into this socially significant area of law enforcement has produced a void where there should be knowledge of military police attitudes and perceptions. This national survey was an attempt to fill this void with meaningful and relevant data.

### Survey Findings

The national survey sample included one hundred and fifteen Air Force Bases which were located within the continental limits of the United States. The significance of this survey as a first step in filling the void created by

the heretofore lack of empirical research into the attitudes and perceptions of military police cannot be overemphasized. Analysis of the survey data produced four significant results.

First, the data succinctly indicated that the respondents felt that the Security Police were maintaining good relations with each of their three communities.

Second, they perceived themselves and their units as being favorably regarded by all three of the communities they serve.

Third, the respondents were overwhelmingly unaware of the existence and functions of the National Center on Police and Community Relations. Despite their unfamiliarity, the respondents felt that utilization of the Center's services would benefit the military. They also greatly desired an opportunity to participate in the annual national institute.

Finally, the data reflected an expressed need for additional guidance from Headquarter USAF in the area of how to effect and maintain a good Security Police-community relations program.

These results inevitably led to the formulation of the survey's major conclusions:

1. That the Security Police do not feel isolated and alienated from their communities to the degree as was initially inferred.



2. The Security Police, unlike their municipal police counterparts, feel themselves not as pariahs, but rather as integral parts of the communities they serve.

## II. CONCLUSIONS

The fact that this national survey is the first such attempt to determine the attitudes, opinions, and perceptions of military police regarding police-community relations is significant in and of itself. The major conclusions which the survey data precipitated have far reaching implications for the military police establishments.

Whether or not the symbiotic relationship between the Air Force Security Police attitudes and those of the military police in the other branches of the armed forces can be validly made may be fraught with dissension and disbelief. Nevertheless, the inference is made that to a large extent the expressed Security Police attitudes are equally applicable to the military police within the other branches of the armed forces. Consequently, the survey's findings should convey a significant message to all military police administrators, at the staff level and the installation level, and to individual military policemen everywhere.

### Need for Further Research

A word of caution must, however, be given before the generalization is made that this survey can form the

basis for command action by military police authorities. It is evident that an increased command emphasis is needed in the area of Security Police-community relations. But because this survey only dealt with the attitudes and perceptions of the Air Force "Chiefs of Police" and did not include the attitudes and perceptions of individual Security Policemen--"the patrolmen and detectives"--much data was not obtained which would have been significant in forming a firm basis for military police command action.

The logical conclusion which must be drawn can be stated thusly:

In order to provide the basis for meaningful action by the United States Air Force and/or the other branches of the armed forces, a more extensive, "in-depth" study needs to be undertaken in order to determine the attitudes and perceptions that correctly characterize military policemen.

The attitudes, opinions, and perceptions of Security Police officers who are not "Chiefs of Police," those of individual Security Policemen, as well as the public's opinion of the Security Police, must be obtained if a true picture of the USAF Security Police-community relations spectrum is to be portrayed. To achieve this true picture further research into this socially significant area of law enforcement is needed.

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## APPENDICIES

## APPENDIX A

### POSSE COMITATUS ACT<sup>1</sup>

Codified As: Section 1385, Title 18

UNITED STATES CODE

10 August 1956

#### Pertinent Provisions

The pertinent provisions of the so called "Posse Comitatus Act" provides the following prohibitions applicable to each branch or part thereof of the armed forces of the United States:

Whoever, except in cases and under circumstances expressly authorized by the constitution or Act of Congress, willfully uses any part of the Army or Air Force as a posse comitatus or otherwise to execute the laws, shall be fined not more than \$10,000 or imprisoned not more than two years, or both.

The latin words "posse comitatus" are the key words in this law. Black's Law Dictionary defines the phrase as:

The power or force of the country. The entire population of a country above the age of fifteen, which the sheriff may summon to his assistance in certain cases; as to aid him in keeping the peace in pursuing and arresting felons, etc.<sup>2</sup>

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<sup>1</sup>For a more thorough discussion of this Act and its implications see H. W. C. Furman, Major (USA), "Restrictions Upon Use of the Army Imposed by the Posse Comitatus Act," Military Law Review, Selected Reprints, Volumes 1-10, Washington, D. C.: Department of the Army pamphlet 27-100-1-10, pp. 339-383.

<sup>2</sup>Henry Campbell Black, Black's Law Dictionary (Fourth edition; St. Paul, Minnesota: West Publishing Company, 1967), p. 1324.

In order to fully understand the nature and functioning of this law as it now stands today, a brief history must be given.

#### History of the Act

The so called "Posse Comitatus Act" was originally promulgated as an Act of Congress in June 1878. Its original purpose was to limit the use of Army personnel during the reconstruction period immediately following the Civil War. It originally was codified as Section 15 to Title 10 of the United States Code and applied exclusively to the United States Army. The Act was revised in 1956 and codified as Section 1385 to Title 18 of the United States Code. The revision now includes the use of Air Force personnel as well as those of the United States Army.

This appendix is solely concerned with two aspects of the Posse Comitatus Act: (1) the administrative and legal interpretations, and (2) the application of the Act to police operations within the military establishment.

#### Administrative and Legal Interpretations

Since the original passage of this act in 1878 and its revision in 1956 there have arisen many legal and administrative interpretations which have subsequently clarified the Act's wording and specifically spelled out its

implications to military police operations. These interpretations have centered around the phrases: "Whoever," "willfully uses," "any part of the Army or Air Force," "as a Posse Comitatus or otherwise," and "to execute the laws."

The Act does not specifically limit its applicability to military personnel. Consequently, the current interpretation is that either military or civilian personnel, or both, may commit a violation of the Act. The major implication of the Act is that the "user" is primarily responsible for its violation and not the person or persons being used. Thus it has been construed to imply that individual military policemen, carrying out the orders of superiors, normally would not be guilty of a violation of the Act.

The word "willfully" has come to be interpreted to mean that military personnel must be used with the knowledge that such use is prohibited in order for the Act to have been legally violated. In legal parlance it apparently means that, in borderline cases, the "user" is not necessarily always presumed to have knowledge that the use of military personnel in the manner in which they are eventually employed was, in fact, a violation of the act.

The Act specifically prohibits the use of the Army and/or Air Force or any part thereof in the manner so specified.

In this sense, the Army and Air Force is conceived to be that body of military personnel provided by the Federal Government as the basic components of our national defense establishment. It includes the National Guards of the States, Territories and the District of Columbia only when they are "federalized" and subsequently called into active duty. At all other times these guard units are purely state forces. The Reserve Officer Training Corps (ROTC) of the Army and the Air Force are not parts of these branches of the armed forces and do not come within the purview of the Act. The National Guard units, when not federalized, do not come within the purview of the Act. This prohibition against the use of the Army and/or Air Force means not only that the entire Army or Air Force may not be used for the prohibited purpose but also that specific organizations, such as battalions, companies, wings, or squadrons and individual members, such as individual military policemen or security policemen may not be so used.

Using the definition of the latin phrase "posse comitatus" as given by Black's Law Dictionary, the use of military personnel as a posse comitatus or to use them in any other manner to effect the prohibited result is thereby expressly prohibited. Accordingly, the Army or the Air Force and its members may not be considered to be a part of the emergency power of a community in the ordinary sense



of that phrase. The interpretations given this Act goes even further. The Army and the Air Force and its members may not be considered to be a part of the ordinary law enforcement apparatus of a community either.

The phrase "to execute the laws" constitutes the specific prohibition. Recognition is given to the situations that are an exception to that extent such action is permitted by the Constitution or by specific statutes. The current interpretation specifies that this phrase must be construed to mean the execution of the civil laws. Civil laws in this sense means the laws enacted by the Federal, State, or local governments for the government of the community as a whole, without regard to the military or civilian status of the members of the community. Normally, this prohibition is conceived to be a prohibition against the enforcement of the laws, by a military person, against civilians. However, the Act makes no mention of what "person" against whom the laws are not to be executed. The Act merely prohibits the use of the Army or the Air Force to execute the laws whether it be against other military personnel not within the confines of a military installation or whether it be against civilians.

#### Application of the Act to "Military" Police Operations

Four areas of concern which are of foremost importance when considering the application of the Posse

Comitatus Act to police operations within the military establishment are: (1) the rights and duties of military personnel, acting in their capacity as private citizens, to effectuate an arrest; (2) military police participation in "town patrols" composed jointly of municipal policemen and military policemen or exclusively of military policemen; (3) military police participation in traffic law enforcement; and (4) military police participation in investigations involving civil crimes.

Opinions pertaining to the legality of a military policeman, while on duty, acting in conformance with a state law governing the rights and duties of private citizens in the preservation of law and order have been fraught with controversy. To offset much of the controversy, the various branches of the armed forces have promulgated their respective official policies which basically specify that military personnel, and especially military police personnel, will exercise no authority over the civilian populace outside the confines of the military installation. Even within the military installation, the authority of the military policeman over civilian personnel is specifically enumerated. These military policies are not intended to prevent any person--military or civilian--from acting promptly in extreme situations where a failure to act would obviously result in a loss of life, severe bodily injury,

or extensive damage to private or public property. Military police action in such extreme cases would not constitute a violation of the Act since the primary purpose of the action would be to protect the lives or property in jeopardy and not "to execute the laws."

Military policemen often perform police duties within the civilian communities adjacent to military installations. These periods of duty are performed in the capacity of "town patrols." Here the military policeman either has a municipal policeman or another military policeman as his partner. Each of the branches of the armed forces has promulgated official policies prescribing the duty and responsibilities of military policemen in such situations.

When it comes to the area of military police participation in traffic law enforcement there is little, if any, disagreement in interpreting the prohibitions of the Act. The enforcement of civil traffic laws outside the confines of a military installation by military policemen is a violation of the Act--except in such isolated cases when it is directed toward military personnel when their violations are also offenses under the Uniform Code of Military Justice. Military police are sometimes allowed to direct traffic on adjacent public highways in front of the entrances to the military installation during peak traffic periods in order to expedite the flow of traffic.

Additionally, Army military policemen are frequently used to direct traffic, off-post, in conjunction with military convoys and troop movements. However, each of the instances cited above are in direct violation of the Act.

In the realm of military police participation in investigations involving civil crimes the applicability of the provisions of the Act must, of necessity, depend upon the peculiar circumstances of each individual case. Incidental assistance to municipal police agencies which may result from an otherwise authorized use of the Army or the Air Force would not be prohibited. Current policies and practices also permit the military police to investigate or assist in civil investigations in all cases where the military has a legitimate and substantial interest. Such cases would include investigations involving military personnel suspected of having committed crimes punishable under the Uniform Code of Military Justice as well as under civil law; investigations to determine the whereabouts of government property in which the military has an interest; etc., etc.

APPENDIX B

DIRECTOR/CHIEF OF SECURITY POLICE OPINION SURVEY ON  
USAF SECURITY POLICE-COMMUNITY RELATIONS

RCS: AU-P60 (OT)

DIRECTIONS: As the Director/Chief of Security Police for a USAF installation you are asked to answer the following questions based upon your PERSONAL views irrespective of whatever DOD, USAF, or Major Air Command directives that may exist. Please DO NOT sign your name nor the name of your installation. This will afford you complete anonymity.

1. The Major Air Command to which this installation is assigned is \_\_\_\_\_.
2. The approximate population (military personnel, dependents, and civilian employees) of this installation is \_\_\_\_\_ thousand.
3. The approximate size of the city/town NEAREST this installation is \_\_\_\_\_ thousand.
4. This installation is located approximately \_\_\_\_\_ miles from the nearest city with a population of 50,000 and approximately \_\_\_\_\_ miles from a city with a population of over 250,000.
5. There are approximately \_\_\_\_\_ Security Policemen assigned to this unit.
6. Approximately \_\_\_\_\_ Security Policemen are performing a law enforcement function (base patrol, gate guard, pass and registration, etc.).
7. I have been in the Security Police career field for \_\_\_\_\_ years.

8. List any Police Association, other than the Military Police Association, to which you belong and indicate whether it is a local, state, national, etc. Association.

(1) \_\_\_\_\_

(2) \_\_\_\_\_

(3) \_\_\_\_\_

CIRCLE the choice which BEST answers the following questions.

9. Do you encourage your officer and/or airmen personnel to join and participate in a police association.

YES

NO

10. Is there some type of police association in existence in the communities near your installation?

YES

NO

If yes:

- a. Are you a member? YES NO

- b. Have you encouraged your officer and/or airmen personnel to join?

YES

NO

11. During the past year has your Security Police unit initiated any projects or drives designed to benefit the military or civilian community or parts thereof?

YES

NO

12. Do you feel that USAF has sufficient detailed guidance available in current directives to assist you (or require of you) to effect good relations with:

- a. The military community i.e., personnel living in base housing and barracks area?

YES

NO

- b. The civilian community i.e., installation visitors or civilians encountered by the town patrol?

YES

NO

## c. Local civilian Police?

YES

NO

If the answer to any of the above was NO please explain BRIEFLY the policies and/or procedures which you require your unit to employ in order to establish and maintain an acceptable relationship.

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13. Have you ever participated in a local or state institute on police-community relations?

YES

NO

14. Have you participated in a local or state institute on police-community relations within the past twelve months?

YES

NO

CIRCLE the number DIRECTLY BELOW the choice which BEST answers the following questions.

15. My Security Police unit has a poor relationship with the civilian police.

|                |       |             |          |                   |
|----------------|-------|-------------|----------|-------------------|
| strongly agree | agree | do not know | disagree | strongly disagree |
| 1              | 2     | 3           | 4        | 5                 |

16. My Security Police unit maintains frequent contact with the local civilian police.

|                |       |             |          |                   |
|----------------|-------|-------------|----------|-------------------|
| strongly agree | agree | do not know | disagree | strongly disagree |
| 1              | 2     | 3           | 4        | 5                 |

17. The local civilian police in the city/town NEAREST this installation are highly professional in their law enforcement and treatment of military personnel.

|                |       |             |          |                   |
|----------------|-------|-------------|----------|-------------------|
| strongly agree | agree | do not know | disagree | strongly disagree |
| 1              | 2     | 3           | 4        | 5                 |

18. My Security Police Unit's relationship with the military community (personnel living in the base housing area and the barracks areas) is highly UNSatisfactory.

strongly agree    agree    do not know    disagree    strongly disagree  
                   1                    2                    3                    4                    5

19. My Security Police unit's relationship with the civilian community (installation visitors, civilians encountered by town patrol, etc.) is highly UNSatisfactory?

strongly agree    agree    do not know    disagree    strongly disagree  
                   1                    2                    3                    4                    5

20. Good Security Police-community relations is essential to the effective accomplishment of my Security Police unit's law enforcement mission.

strongly agree    agree    do not know    disagree    strongly disagree  
                   1                    2                    3                    4                    5

21. Place an X by the phrase which BEST describes how YOU feel your Security Police unit is regarded by:

a. The Military Community:

\_\_\_ Unprofessional. One of the worse career fields in USAF.

\_\_\_ Not too competent.

\_\_\_ As good as any other career field.

\_\_\_ A good and impartial law enforcement unit.

\_\_\_ Highly competent and professional.

b. The Civilian Community:

\_\_\_ Worse than the local civilian police.

\_\_\_ As good as the local civilian police.

\_\_\_ Better than the local civilian police.

\_\_\_ Different from, but still

\_\_\_ worse \_\_\_ as good as \_\_\_ better than  
                   the local civilian police.



## APPENDIX C

### DEFINITIONS AND ABBREVIATIONS

#### DIRECTOR/CHIEF of Security Police:

The selection and use of the term "Director" or "Chief" is established by Air Force Regulation and implemented through the various commanders' organizational and policy flexibility given to them by the Department of the Air Force. Normally a "Director" is located at Wing or Numbered Air Force level and a "Chief" is located at the installation level. Both terms are synonymous with their civilian counter-part--the chief of police.

#### MAJOR AIR COMMANDS:

ADC--Aerospace Defense Command.

AFLC--Air Force Logistics Command.

AFSC--Air Force Systems Command.

ATC--Air Training Command.

AU--Air University.

CAC--Continental Air Command.

Hq- Cmd.--Headquarters Command (Headquarters USAF).

MAC--Military Airlift Command.

SAC--Strategic Air Command.

TAC--Tactical Air Command.

USAFSS--United States Air Force Security Service.

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