

AN EVALUATION OF CURRENT MILITARY POLICE
COMMUNITY RELATIONS EFFORTS IN THE
UNITED STATES ARMY

WITH A SUGGESTED MODEL OF CONCEPT AND
PROCEDURE FOR THE MILITARY POLICE CORPS

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THESIS



ABSTRACT

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By

Donald P. Greenwald

The concept and practice of police-community relations in any environment is a comprehensive effort to provide and sustain a proper "climate" in which a community and its police agency can positively and effectively interact to meet respective needs and achieve mutually beneficial objectives. For a community the needs may be many and varied, but all center around the desire for a peaceful, ordered society in which the rule of law is fairly and impartially applied, order is maintained and crime prevented consistent with the diverse character, design and interests of a heterogeneous citizenry, and the desired routine and emergency police services are provided; all manifested without the dilution or degradation of individual democratic rights, freedom, and dignity. For a police agency, it is a need to gain the understanding, cooperation, and support of the community served in order to

realistically, yet effectively and efficiently, meet the law enforcement, order maintenance, crime prevention, and police services requirements of the community.

The proper or desired police and community relations climate is not a goal or end-product in itself; rather, it is the means by which mutual understanding and cooperation between police and citizen are achieved. Neither is police and community relations a unilateral effort by the police to artificially portray to the community a positive "image" as a tranquillizer or substitute for responsive police support to the community that it is a part of . . . not apart from.

This study was formulated and conducted in order to evaluate current military police-community relations efforts in the United States Army in light of the philosophy expressed above. Particularly, it examines those community relations efforts directed at the military community, that is, the internal dimension of a total military police-community relations program. From an examination of current practices and an evaluation of attitude and opinion toward selected fundamental community relations criteria, a "model" of military police-community relations guidelines was developed and is recommended for the Military Police Corps.

In approaching this study, the author suggested that the most popular and common practice of military police-community relations that exists in the Corps today is

directed primarily at military police interaction with the civilian community; and thus away from, and at the expense of, the military community for which they have primary responsibility. It was also contended that current military police-community relations efforts, such as they might be, are characterized by a heavy reliance on the individual enterprise, initiative, and expertise of the individual operating provost marshals, rather than as a natural extension of a comprehensive, Corps-wide doctrine of concept having broad application. Based on these perceptions, it was felt that a program of military police-community relations doctrine could be defined and developed that would be applicable and adaptable to all local provost marshal operations and the military communities they serve.

The purpose of the study was first to examine the current military police-community relations activities as reported by a sample of the Corps' operating provost marshals. Next it sought to measure and evaluate the attitude and opinion of an even larger number of provost marshals and former provost marshals regarding specific community relations criterion selected by the author as essential to the development of a sound and effective program directed at a military community.

Because of the limitations of time and money required for on-the-scene research, mailed questionnaires were the only feasible means for the collection of data. A descriptive-type questionnaire consisting of ninety-four

major data items was developed by the author as the basic vehicle for the research effort, supplemented by interview material gathered from a number of key military police officers, and personal experience. A total of forty-eight of the fifty-five questionnaires dispatched on a stratified random sample basis were returned, of which forty-two (76%) were received in time to be utilized in the data analysis.

The questionnaire consisted of three distinct segments. The first provided biographical and organizational data useful in providing a descriptive picture of the respondents. The second segment was designed specifically to provide background data regarding current military police-community relations practices and procedures. The final segment was developed around the specific community relations criterion selected by the author and discussed extensively in the literature review, including: (1) military police-community relations attitude and philosophy; (2) military police functional roles and military police-community relations; (3) community orientation (public relations); and (4) complaint procedures.

The research for this study was primarily descriptive in nature, exploring a dimension of military police activity which, to the author's knowledge, had yet to be comprehensively examined. Because of this and the necessity for limiting research to a sample of the provost marshal component of the military community only, the

results were not deemed to be statistically testable; thus the data was evaluated in terms of percentages and arithmetic mean response. However, the following conclusions and recommendations briefly and generally summarize the major findings of the study.

It was concluded that the degree of community relations emphasis and effort now directed by operating provost marshals at the military community is inadequate in quality and quantity. Generally, these efforts are characterized by a lack of internal organization; a failure to clearly identify common objectives that are founded upon recognized principles of effective community relations; and depend far too heavily on the enterprise and initiative of the local provost marshal for successful implementation. The author introduced the community relations "model" as an immediate and comprehensive recommendation for implementation by operating provost marshals as a means of evaluating their respective programs and efforts, and in addressing identified deficiencies. The model offered is applicable to all provost marshal operations regardless of the size, composition, or location of the military community to which applied, or the size of the military police force.

It was concluded that the development of an effective military police-community relations program depends heavily on the quality of guidance provided the operating provost marshals by the Military Police Corps, and that current guidance requires additional scope and depth. It

was recommended that the model serve as the basis for developing and promulgating additional doctrinal guidance directed specifically at military police-military community relations. It was further recommended that a Corps-level study be directed at developing a uniform procedure for the handling and disposition of complaints filed against the military police.

Finally, it was concluded that the formal and integrated military police-community relations instruction now provided in Military Police Advanced Individual Training and in the United States Army Military Police School is inadequate and must be revised and/or expanded. To this end, it was recommended that the respective curriculums be revised to incorporate formal and integrated community relations instruction that is based upon the specific objectives, guidelines, and principles established by the Military Police Corps in accordance with the previous recommendation.

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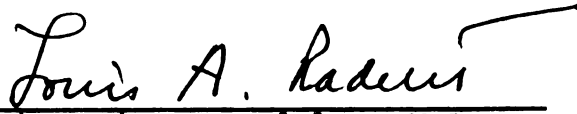
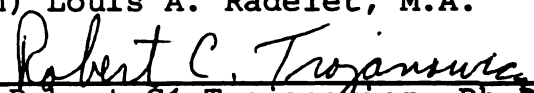
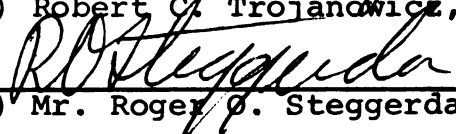
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CHAPTER I

THE PROBLEM AND DEFINITION OF TERMS USED

Introduction

The military police must have cooperation of the community they serve if they are to be successful in accomplishing their mission. The amount of cooperation they receive and the extent to which they will be permitted to accomplish this mission, depends directly on how much the community understands and how it feels about the need for the mission, the methods used to accomplish it, and the quality of job performance by each military policeman.¹

Taken from the basic manual of the military police - man, this concise statement of principle strikes at the heart and purpose of this study. It properly introduces for consideration a broad and complex issue that is, and rightfully should be, of particular concern, in both the civilian and military environments. The nature of relationships and interaction between a police agency and the community it serves, and thus to which it is responsible, is one of the most essential uncertainties in our society today. For the agencies and individuals involved, the question is a continuing dilemma of frustration; prompting a persistent search for mutually satisfying direction and resolution.

¹Field Manual 19-5, The Military Policeman (Washington, D.C.: Headquarters, Department of the Army, 1969), p. 32.

That the military establishment is directly involved as a part of this social issue and controversy should come as no surprise to any man or woman who has donned the uniform in whatever capacity, or for the civilian who has joined the military community by virtue of marriage, birth, or employment. The means, real or imagined, which are often used to characterize and/or distinguish the military community from its civilian counterpart, in no way obviates the fundamental need and expectation in a community for effective and efficient police services; nor the responsibility of the police to provide them. In this ongoing interaction between the "police and the policed," we of the Military Police Corps must be cognizant of our direct involvement and responsibility.

The recognition of a mutual obligation between police and community, in or out of the military context, is the focus of what is termed "community relations." For the military police, community relations is officially characterized as "the sum total of the attitudes, impressions, and opinions of the community in its relationship with the provost marshal and all other military police."² While this definition may not be entirely adequate, there is a coincidence in principle with the myriad of specifi-

²Field Manual 19-10, Military Police Administration and Operations (Washington, D.C.: Headquarters, Department of the Army, 1970), p. 63.

cations for community relations in the civilian police arena. While there are civilian police authorities who seek to define it, most are but variations on a basic theme. Brandstatter and Radelet frame the broad concept this way:

Properly understood, Police and Community Relations in its generic sense means the variety of ways in which it may be emphasized that the police are indeed an important part of, not apart from the communities they serve. Properly understood, Police and Community Relations is a concept for total police organization, functionally speaking--a total orientation,³

Regardless of how the concept of police-community relations or any of its ancillary characteristics are specifically defined, this thesis is far more concerned with the actual practice than simply with its meaning.

Statement of the Problem

Continuing a search that has now lasted for perhaps too many years, our society longs for basic solutions to the related problems of crime, disorder, and the latent discontent that has become so pervasive in the nation's character. That a panacea of answers has yet to appear is not surprising in light of our difficulty in reaching fundamental agreement on what the role of the police should or shall be in this quest for relief. Seemingly the only

³A. F. Brandstatter, and Louis A. Radelet, Police and Community Relations: A Sourcebook (Beverly Hills: Glencoe Press, 1968), Introduction.

significant consensus is that resolution is somehow to be found in the nature and purpose of the police function. There are those who would suggest that because the police deal daily with crime and deviance means they have unlimited power to prevent their occurrence. Yet the police did not create and cannot resolve the fundamental social conditions that stimulate crime and social unrest. They did not start and cannot halt the convulsive social changes that are taking place in America. The police are but one part of the criminal justice system; the criminal justice system is only one part of the government; and, the government is but one part of our society. Insofar as crime and deviant behavior is a social phenomenon, detection and prevention is then the responsibility of every part of our society.⁴

The police, however, have a dominant role to play in the corrective effort. That we have or can develop the technical expertise to meet the challenge is almost without serious question. That the police have or can develop the proper relationships and quality of interaction with the society to facilitate and promote a successful effort is far less clear. Thus the issue has been, and is, more a matter of "how to" than a question of "what to."

Since police action of any sort is largely per-

⁴President's Commission on Law Enforcement and Administration of Justice, The Challenge of Crime in a Free Society (Washington, D.C.: Government Printing Office, 1967), p. 92.

sonal, it is inevitable that the public is of two minds regarding the police, i.e., most men both welcome official protection and resent official interference. Therefore the way the police perform their functions depends to a large extent on which state of mind predominates; whether the police are seen as protectors or oppressors . . . friends or foes.⁵ In the most pragmatic sense it is then easy to see why the modern concept of policing must include an understanding that human problems are police problems, and that police problems are human problems. Thus the time spent by police improving relations between themselves and the community will tend to establish an atmosphere in which there is a reduction of crime and disorder. Time spent by police in insuring the rights and privileges of citizenship will tend to establish a community attitude in which there is a lessening of fear, bitterness, frustration, hatred, and misunderstanding as too often grows out of the cold and mechanical application of the law.⁶ This is the essence of what is termed community relations, human relations, people relations, or whatever.

The Army, the military police, and the military

⁵Ibid.

⁶A. C. German and others, Introduction to Law Enforcement and Criminal Justice (Springfield, Ill.: Charles C. Thomas Company, 1968), p. 241.

community are today no less a part of this social controversy. That we are but an extension of the greater society must alert us that we are no less affected by crime, disorder, and discontent, and no less obligated than the balance of our society to deal with it positively. If we need to be convinced that criminal and/or deviant behavior is a threat to the stability and well-being of the military community, we need only be reminded that 50 per cent of the crime in America is committed by persons in the 18 to 29 year-old age group; and while this is but 20 per cent of the nation's population, it is 77 per cent of the Army's manpower, even before we consider the status of our dependent youth.⁷ And we are fast learning that the influence of youth in the military community is considerable, much as it is in the civilian community. Clark has observed that:

The young seek change in the most effective way the powerless have devised in mass society where institutions--governmental, educational, social and religious--are unreachable and unresponsive. They act in mass. Undignified and aggravating as mass action is, it sometimes works. Too often the only way in which young people have been able to effect change is by confrontation.⁸

As the Army's primary police agency, the Military Police Corps must read this evolution in terms of the impact it has had, and is having, on the formerly more

⁷"Crime in the Army," Army Times (June 21, 1972), pp. 4, 9.

⁸Ramsey Clark, Crime in America (New York: Pocket Books, 1972), p. 225.

stable and traditional character of the military community. Janowitz attributes this change in our community's character to: (1) an increasing trend toward separation of the work and home in the military in general; (2) the sheer size and greater heterogeneity that has accelerated in the past decade; (3) the direct influence of added large numbers of civilians to the military establishment; and (4) the recognizable breakdown of the rigid class structure.⁹ In light of these changes in military community character and needs, the Corps is challenged to re-evaluate and adjust its concept and practice of police support, and most important, to direct this effort at that aspect of our "public" for which we are most directly responsible. In so doing, the implications and potential of positive military police-military community relations becomes increasingly relevant.

Based on personal military experience, the author suggests that the most common (and popular) concept and practice of police-community relations in the Corps today is, unfortunately, directed principally at interaction with police agencies and other elements and individuals of the civilian community outside the military community; to the potential and actual neglect and disadvantage of those US Forces personnel who are entirely or largely dependent

⁹Morris Janowitz, The Professional Soldier: A Social and Political Portrait (Glencoe: The Free Press, 1960), pp. 177-79.

upon a local military police force for law enforcement, crime prevention, and police services support; and, who are almost totally subject to the legal authority and jurisdiction of that force within defined limits of geography and population. This study, therefore, does not directly address the concept and practice of external police-community relations efforts, except to consider how such efforts might impact on the quality and quantity of military police support to the internal military community. This is not to deny that many of the external military police-civilian community relationships and functions are in themselves quite necessary and essential to the accomplishment of the total military police community relations mission.

Personal experience also leads the author to suggest that local military police-military community relations efforts are characterized by an overly heavy reliance on individual enterprise, initiative, and expertise (or lack thereof); rather than in functioning as a natural extension and expression of a comprehensive program of principled doctrine and confirmed procedure, developed and promulgated throughout, and for the benefit of the entire Corps . . . and the Army. This is not to overlook that there are individuals within the Corps who are making significant and dedicated contributions to the furtherance of sound military police-community relations; only to suggest

that they do so essentially independent of a fundamental and directed Corps-wide effort.

It is further contended that the development and implementation of a well-grounded military police-community relations program of concept and procedures, proven to be applicable and/or adaptable to all local environmental conditions, will realistically result in a more effective and acceptable level of military police performance and support to the military community than now exists.

Purpose of the Study

Within the general framework of the personal observations expressed in the previous section, this study will examine a select variety of issues, or criteria, which the author views as fundamental to a realistic understanding and assessment of a positive police-community relations program in general, and a military police-military community relations program specifically.

Initially there is a consideration of the general police and community concepts of police-community relations, as well as the impact of their respective attitudes relevant to such concepts. Additional police-community relations sub-issues to be examined include: (1) the role and influence of the police executive; (2) the character of police management and supervision; (3) police education and training; (4) the nature of specific community rela-

tions activities; (5) the principal police functions; and (6) complaints directed against the police.

This exploratory process, begun in the review of the pertinent literature, will continue in an examination and analysis of the research data utilizing the same essential reference points.

The result will be the formulation of a "model" of military police-community relations that is consistent with the information at hand.

Nature and Scope of the Study

As already indicated, this thesis will focus on military police-military community relations, characterized by the author as the internal dimension of a total community relations program. To the author's knowledge, no study has ever been conducted to explore this issue on a comprehensive basis. Therefore, to achieve maximum validity and a potential for practical application, as well as to anchor the study in reality, it was essential that descriptive input be solicited from qualified personnel on a variety of issues impacting on the fundamental aspects of military police-military community relations. Realistic considerations of time and money limited this outside inquiry to a stratified sampling of military police officer personnel who are active in, or familiar with, installation-type provost marshal operations. A full discussion of the population and sample is undertaken in Chapter III.

Though a comprehensive treatment of military police-military community relations is undertaken, it is not all-inclusive. Rather, in an attempt to reasonably manage the scope of the study, the author has defined what are considered to be among the principal and controlling criteria. Depending on the reader's viewpoint, however, a number of other relevant touchstones may have equal or greater validity.

Within the framework of the author's defined criteria, the experience of the civilian police community is considered; this based on a deep personal conviction that the military and civilian communities share many real and common societal features. This sharing of common features, from a police point of view, implies the sharing of common aspirations, objectives, and problems. It is therefore quite relevant to consider civilian attitudes and experience as they bear on the issues raised in this thesis.

This study is primarily applicable to the post, camp, and station environment of the United States Army, foreign and domestic; although it also has a restricted application to those installations located in active combat areas, where for obvious reasons, the nature and style of the military community is more narrowly defined.

Definition of Terms

A definition of common terms is particularly applicable in this study: first, to insure that common

military terminology is understood by the civilian reader; second, to insure that the military reader recognizes the specific emphasis of definition the author intends in what is otherwise common terminology; and finally, because several terms have been defined by the author specifically for this study. The latter two reasons were particularly pertinent in the preparation of the research questionnaire. For the military reader in particular, the author recognizes that there may not be total agreement on the definitions offered, depending largely as it does, on the individual perspective one assumes.

In addition to the definitions, easily recognized and understood abbreviations will also be utilized. In alphabetical order, the definitions are:

Area of Responsibility. That geographic area assigned to each MP Station or MP Sub-station in Europe. The area includes all US-controlled military property, installations, and housing areas for which a given MP Station or MP Sub-station has police responsibility.

Complaint Procedures. Refers to the procedures or system followed by an MP Force to receive, process, and dispose of complaints against MP Force personnel and/or their operations and activities.

Crime Prevention Functions. Those measures taken by an MP Force (and the CID) to prevent violations of, and to encourage voluntary compliance with, the applicable military laws, orders, and regulations in areas and on installations under US military jurisdiction.

Community Orientation. All activities, efforts, projects, programs, etc., which serve to mutually inform, educate, and develop increased awareness, understanding, and cooperation between a given MP Force and the military community it serves. Emphasis is given to the word mutually, for unlike the more traditional concept of "public relations," which often connotes singular or unilateral efforts by a MP Force to inform and educate the internal military and external civilian communities, community Orientation encompasses the total effort to not only assist the military community (specifically) in better understanding the mission, activities, capabilities, and limitations of its MP Force; but in turn, to assist the MP Force in better understanding the composition, character, needs, and problems of the diverse military community it serves. Thus a comprehensive program of Community Orientation, fostered by the MP Force as an integral part of its overall Community Relations program, endeavors to stimulate, enhance, and maintain positive and mutual military police-military community interaction to their common advantage.

Installation. A single geographically defined US Army post or facility; with police responsibility in the hands of a single MP Force headed by a local Provost Marshal.

Law Enforcement Functions. All measures taken by an MP Force (and the CID) to insure that military laws, orders, and regulations are complied with; as well as the

investigation of violations thereof. The application is consistent with the appropriate degree of legal authority and jurisdiction held by the US military.

Military Community. That body of Army service personnel, and DOD civilians, their dependents, and visitors; who are resident, employed, or guests on a geographically defined military post, installation, or facility on US military-controlled property within an area of responsibility; and who thereby become the responsibility of a given MP Force. The term also includes those service personnel and DOD civilians, and their dependents, directly associated with, but residing off an installation or US military-controlled property. The military community is the internal community of an MP Force.

Military Police-(Military) Community Relations. The total program or effort initiated and maximized by an MP Force to enhance and improve relations between it and the military community it serves. Such an effort is intended to improve overall MP Force quality, efficiency, and effectiveness in meeting its law enforcement, crime prevention, and police services requirements, which, in turn, should result in a positive community response in terms of cooperation and support. Abbreviated as "MPCR."

Military Police Force. Those US Army Service personnel (regardless of MOS) assigned to an MP unit or organization that has police responsibility for a defined

installation or area of responsibility. Also included are the DOD and local civilian (including foreign national) employees of the unit or organization. Abbreviated as "MP Force."

Provost Marshal/Officer-In-Charge. In the United States, it is the assigned installation Provost Marshal; in Europe and other overseas areas it refers to those MP officers responsible for a single MP jurisdictional area of responsibility (MP Station or MP Sub-station). Abbreviated as "PM" or PMs."

Service Functions. Those largely miscellaneous, either random or recurring, MP missions, activities, and services which cannot be primarily, or are not normally, identified as law enforcement or crime prevention functions. Such activities include: gate guards (open post), information posts, honor guard details, school crossing-guards, flag details, community service liaison, courtesy services, etc.

Organization for the Remainder of the Study

The remainder of the study is divided into five additional chapters:

Chapter II, Review of Related Literature. This Chapter will be devoted to a review and analysis of the literature, both military and civilian, relevant to the criterion selected by the author in this study.

Chapter III, Research Procedures. This Chapter will describe the population and sample, the measurement

instrument, and the steps followed in carrying out the study.

Chapter IV, Research Findings. This Chapter will cover the procedures used in analysis of the research data, and discuss the findings as they impact on the criterion advanced throughout the thesis.

Chapter V, A Military Police-Community Relations Model. This Chapter will, in outline, suggest a model of military police-military community relations based on the author's personal experience, interpretation of the material discussed in the literature review, and the research findings.

Chapter VI, Summary and Conclusions. This final Chapter will include a brief restatement of the problem and the basic findings; a discussion of the implications and limitations of the study; and, the author's concluding recommendations.

CHAPTER II

REVIEW OF RELATED LITERATURE

There is a general paucity of literature regarding police and community relations in the military environment. In the official literature of the Army: the Regulations, Pamphlets, Field Manuals, Technical Bulletins, etc., the treatment of the subject is general in nature, and provides little more than a concise and cursory expression of Army and Military Police Corps doctrine on the broad topic. An extensive review of the various other official and unofficial publications and "trade" magazines of the Army, Corps, and private organizations; as well as an examination of the military police training literature, added little to the available pertinent information. And what information there was that applied specifically to the internal dimension of military police-community relations, had to be gleaned from the material of a much broader nature. Coates¹ and Janowitz² appear to be among the few civilian authors who treat the subject of community relations in the military to any significant degree; and then only incidental to the primary purpose and thrust of their respective works.

¹Charles H. Coates and Roland J. Pellegrin, Military Sociology: A Study of American Military Institutions (University Park, Maryland: Social Science Press, 1965).

²Janowitz, op. cit.

In view of these limitations, a review of the military literature alone was inadequate in terms of its contribution to the awareness and understanding of the issues framed in and for this thesis. It then became necessary to support this portion of the thesis largely on a review of literature found in the civilian police and community environment that pertains to the very same issues. The general orientation of the review is descriptive in nature; while the depth is believed sufficient to introduce and discuss the specific criterion, though avoiding the redundancy that is characteristic of much of the police and community relations literature available in the civilian context.

Police-Community Relations as a Concept

The broad concept of police and community interaction is so complex as to be near-impossible to define or describe satisfactorily. In a general sense, the Army has defined community relations as the "relationship between military and civilian communities in that geographic area wherein Army facilities and/or personnel have a social or economic impact on the populace."³ For the Military Police Corps, police-community relations (PCR) is "the sum total of the attitudes, impressions, and opinions of the community in its relationship with the provost marshal and all other

³Army Regulation 360-61, Army Information: Community Relations (Washington, D. C.: Headquarters, Department of the Army, 1969), p. 1-1.

military police."⁴ The purpose of the Corps' concept is to secure the confidence, respect, and approval of the community, recognizing that the success of MP Force activities will largely be measured by the degree of support and cooperation it receives. The intended scope of the program is to insure that PCR efforts provide for establishing cordial relations with the military and civilian committees, the press, and local civilian law enforcement agencies.⁵

While one can hardly fault the universal intent of these definitions, PCR is viewed more pragmatically in the civilian environment. Earle views it as an "art," concerned with the ability of the police in a given jurisdiction to understand and deal with the community's problems in an appropriate manner. Fundamental in this conceptual attitude is the necessity for community awareness of the role and difficulties faced by the police, and the subsequent honest efforts of the police and community to understand each other's problems and make a conscientious effort toward harmony and cooperation.⁶

Radelet contends, however, that PCR must not be viewed as a goal or end-product, but as a means by which a community (including the police) may come to grips with problems of

⁴Field Manual 19-10, op. cit., p. 63.

⁵Ibid.

⁶Howard H. Earle, Police-Community Relations: Crisis in Our Time (Springfield, Ill.: Charles C. Thomas Company, 1967), p. 115.

real and common concern. Thus good PCR becomes a vehicle to facilitate the improvement of crime prevention efforts, inter-group relations, police services, police training, and much more.⁷

Clark has provided what is perhaps the most comprehensive of the many conceptual definitions of PCR:

Police-community relations measure the substance of the most significant quality of police service--the total bundle of all the communications and contacts, of all the attitudes and points of view that run between the police and the entire community they serve; what every element of the city knows and thinks of police service--and most important, what is done in the light of that knowledge and opinion.⁸

Regardless of how a civilian police executive or individual provost marshal's concept of PCR shapes local program design and development, the quality of execution and degree of success will depend to a great extent on the impact of police and community attitudes.

The Impact of Attitude

Attitude has been defined by Krech and Crutchfield as a long-lasting perceptual, motivational, emotional, and adaptive organizational process concerned with a person or object. They point out that attitudes may be either positive or negative; that is, an individual might be favorably or unfavorably predisposed toward a person or object.⁹

⁷Louis A. Radelet, "Police-Community Relations," Social Order, May, 1960, p. 224.

⁸Ramsey Clark, Crime in America (New York: Pocket Books, 1972), p. 135.

⁹D. Krech and R. S. Crutchfield, Elements of Psychology (New York, N. Y.: Alfred A. Knopf, Inc., 1960), p. 692.

In the realm of PCR, the individual and collective attitudes of the community are competitive with the individual and organizational attitudes of the police. In the case of the latter, the President's Crime Commission, in 1967, pointed out that improving community relations involves not only instituting programs and changing police procedure, but calls for a re-examination of fundamental attitudes. Further, it would mean that the police must learn to listen patiently and understandingly to those individuals and organizations who are openly critical or hostile, for these are precisely the elements with whom relations need to be improved.¹⁰ The Commission also criticizes the criminal justice system's resistance to change; a reluctance to alter or part with the old ways, or to innovate and experiment with the new.¹¹ The police are specifically criticized for not properly "reading" the rapid changes in behavior patterns taking place in the country, and in adapting themselves accordingly. Thus, when traditional ideas and institutions are challenged with increasing insistence, the too-common organizational response has been to "sell the police image" to the community as a public relations tranquillizer and substitute

¹⁰President's Commission on Law Enforcement and Administration of Justice, The Challenge of Crime in a Free Society (Washington, D. C.: Government Printing Office, 1967), p. 100.

¹¹Ibid., p. 14.

for a "long-range, full-scale effort to acquaint the police and the community with each other's problems, and to stimulate action aimed at solving these problems."¹² The Commission's report goes on to insist that police organizational responsibility goes far beyond simply implementing special programs which touch on the various aspects of police activity. A proper community relations attitude must have a positive impact:

. . . in the selection, training, deployment, and promotion of personnel; in the execution of field procedures; in staff policy-making and planning; in the enforcement of departmental discipline; and in the handling of citizen's complaints.¹³

While police administration may foster and espouse an attitude of positive image development and responsiveness to meeting community needs, there is no aspect of PCR activity more important than the vital role played by the individual officer. Earle emphasizes that a concept of total personnel involvement requires the organizational attitude "to be mirrored by each member of the agency; for if not, the repercussions can be devastating."¹⁴

The attitude of the individual officer is heavily dependent on self-image. Westley suggests that self-image is spawned of the officer's constant exposure to public immorality and lawlessness; and his witness to a society

¹²Ibid., p. 100.

¹³Ibid.

¹⁴Earle, op. cit., p. 33.

that emphasizes the crooked, the weak, and the unscrupulous.¹⁵ Having left the optimism and naivety of the classroom behind, his reaction is often one of cynicism; his self-conception one of a martyr who is a victim of injustice, misunderstood, defiled, and rejected.¹⁶ He is an integral part of an occupation that requires continuous and irritating contact with the public, and is likely to reflect the peer-group feeling that society fails to appreciate his contribution to humanity.¹⁷

Berkley attempts to explain the causes of negative self-conception and attitude in terms of eight inter-related criteria: that the officer (1) is highly visible; (2) physically distinct from society; (3) poses a threat to others; (4) represents danger and authority; (5) works long and unusual hours; (6) is suspicious and distrustful; (7) is continually on the defensive; and (8) is in constant orientation with the criminal element of the community.¹⁸ Skolnick reduces these criteria to what he refers to as

¹⁵William A. Westley, "The Police: A Sociological Study of Law, Custom, and Morality" (unpublished Doctoral dissertation, University of Chicago, 1951), p. 239.

¹⁶Ibid., p. 11; and Arthur Niederhoffer, Behind the Shield: The Police in Urban Society (Garden City, New York: Anchor Books, 1969), pp. 95-108.

¹⁷John M. Pfiffner, The Supervision of Personnel: Human Relations in the Management of Men (New York, N. Y.: Prentice-Hall, Inc., 1952), p. 10.

¹⁸George E. Berkley, The Democratic Policeman (Boston: Beacon Press, 1969), pp. 10-13.

the policeman's "working personality," with emphasis on the elements of danger and authority.¹⁹

In many instances this self-concept is based on an inaccurate interpretation of the community's general attitude toward the police. A survey for the Crime Commission revealed that 67 per cent of those polled felt their police did either an excellent or good job of law enforcement; and that 77 per cent felt their police did a very good, or pretty good job of protecting them in their neighborhood. An earlier Gallup Poll (1966) revealed that 70 per cent of the public had a "great deal of respect" for their police.²⁰

A 1971 random sampling of military service personnel on a variety of matters, indicated that the "image" portrayed by the military police (MP) within the military community was generally negative. By a margin of three to one, those polled believed the MPs to be "more strict" than their civilian counterparts. While the officer sample generally considered the MPs to be more helpful than the civilian police, the enlisted men emphatically disagreed.²¹

¹⁹Jerome H. Skolnick, Justice Without Trial: Law Enforcement in Democratic Society (New York, N. Y.: John Wiley & Sons, Inc., 1966), p. 44.

²⁰President's Commission on Law Enforcement and Administration of Justice, Task Force Report: Police (Washington, D. C.: Government Printing Office, 1967), p. 145.

²¹Office of Personnel Operations, "Department of the Army, Sample Survey of Army Personnel, August 1970" (unpublished Inter-office Memorandum, Office of the Provost Marshal General, Washington, D. C., February 8, 1972).

Thus the matter of attitude and image need properly be a matter of concern for the Military Police Corps. As the majority of MPs are not career soldiers, they are separated from their enlisted peers by little more than their eight weeks of specialized training and the visible signs of authority they display. Coates points out in his discussion of the attitude of the non-career enlisted man military values are often viatiated by a firm and underlying civilian orientation, alien to the objectives of the military.²² This peer-orientation makes the task of training, educating, and motivating the young MP, as well as the non-career officer and NCO, infinitely more difficult. Yet, as only the MPs are capable of creating the proper image within the military and civilian communities, the challenge must be met.²³

The efforts of the police to portray and reflect the proper image and attitude are often equated with the concept of police professionalism. Despite voices to the contrary, the consensus of expert opinion is that law enforcement per se, has yet to achieve a professional status, despite considerable and continuing progress in

²²Coates, op. cit., p. 237.

²³David Epstein, "Good Public Relations . . . A Challenge to All," Military Police Journal, November, 1967, p. 13.

that direction in a number of critical areas.²⁴ Police professionalism is most often characterized by the level of technical competence of the individual, or collectively of a police agency, rather than in a significant alteration of police ideology.²⁵ Earle holds that for law enforcement to become a true profession, the members must adhere to a belief system that rejects the automaton tradition of functioning as a law "enforcer;" and which demands the finest in individual person-to-person contacts, coupled with vastly expanded interaction with the community served.²⁶

Whether or not the military as an institution, or the Military Police Corps as a sub-element thereof, have achieved professional status is a matter of broad and complex conjecture. Coates is willing to accept the career officer as a professional, and will also admit the senior non-commissioned officer to this select fraternity; but he relegates the remaining service personnel to the status of tradesman, specializing in the "application of violence."²⁷ Doubtless he might catalog the various personnel components of the Military Police Corps in a similar fashion.

²⁴James Q. Wilson, Varieties of Police Behavior (Cambridge, Massachusetts: Howard University Press, 1970), pp. 28-30, and Niederhoffer, op. cit., pp. 19-27.

²⁵Skolnick, op. cit., p. 238.

²⁶Earle, op. cit., p. 5.

²⁷Coates, op. cit., pp. 202-203; and Samuel P. Huntington, The Soldier and the State (Cambridge, Mass.: Harvard University Press, 1957), p. 7.

The Executive Role

The primary responsibility for developing a comprehensive PCR concept, and for molding and retaining a positive organizational attitude toward PCR, rests squarely with the police executive, be he civilian or military. It is he who must "set the example for others, to be enthusiastic so that others may follow."²⁸

The demands of leadership in modern police service place a premium on the quality of the executive. He must be bolder, more aggressive, and adept at articulating police problems forthrightly, and in developing community support for their solution. The defensive-oriented police administrator who can successfully dodge the issues of why he cannot provide full enforcement; who can create the impression that he and his agency are endeavoring to enforce all laws continually; who can absorb repeated attacks from the community; and who can be devious and less than honest in his dealings with the public, is working in the past. Goldstein asserts that such an executive, while successful in the past, will fail to give law enforcement the guidance and impetus required now and for the future.²⁹

²⁸O. W. Wilson and Roy Clinton McLaren, Police Administration (New York, N. Y.: McGraw-Hill, Inc., 1972), p. 108.

²⁹Herman Goldstein, "Police Discretion: The Ideal Versus the Real," The Ambivalent Force, Arthur Niederhoffer and Abraham S. Blumberg, eds. (Waltham, Mass.: Xerox College Publishers, 1970), pp. 155-156.

The Crime Commission Report points out that there is a need for police administrators who are much more generalist in their orientation, rather than in holding narrow technical skills as credentials. If the police executive is to be a leader, he must have a sound grasp of the unique police function in the democracy of the 1970's.³⁰ To meet the challenge, Fox contends that the basic leadership qualities of intelligence, maturity, confidence, experience, loyalty, strength, and resourcefulness, must now be supported by new knowledge, tolerance, enthusiasm, and vision that will permeate and infect the entire department.³¹ Above all, he adds, the modern executive must believe that the primary police responsibilities of law enforcement, crime prevention, and police services can be made easier and more effective only when supported by an active PCR program. Without it, "all of the orders, plans, and goals, no matter how well-conceived, may be for naught."³²

Within the police organization, the executive must be the epitome of modern professionalism; he must organize the inevitable bureaucracy in a manner that will inspire, persuade, and influence the behavior of the followers in such a manner as to obtain their respect, confidence, and

³⁰ President's Commission...Task Force Report: Police, op. cit., p. 35.

³¹ Harry G. Fox, "Preparing for Police Leadership in Community Relations," Police and Community Relations: A Sourcebook, A. F. Brandstatter and Louis A. Radelet (Beverly Hills, Calif.: Glencoe Press, 1968), p. 370.

³² Ibid., pp. 373-374.

loyalty in a cooperative and coordinated effort to accomplish organizational goals and missions. He must insure that interpersonal relationships are informal and personal without sacrificing discipline and efficiency. Internal communications, up and down, must flow evenly to facilitate task accomplishment without hindering the passage, particularly upward, of constructive feedback and criticism.³³ Leonard summed up this operative quality of executive leadership when he said that:

The true executive possesses an innate interest in, and affection for people. Executives are moulders of human stuff. They know the possibilities and capabilities of those associated with them, and endeavor to build their men professionally for the accomplishment of the objectives of the enterprise.³⁴

Within the community, the police executive has the responsibility and obligation to be calm, forthright, and morally and legally correct in all of his dealings with the public. He must not only recognize, but must demonstrate, that there is no such thing as a minority group or interest in terms of police service; and that each citizen, is first, last, and always a citizen, regardless of race, color, or creed. He will not, nor will he tolerate, justice to be equated or proportionate to social, economical, or political class. To do so, or to permit

³³Coates, op. cit., p. 187; and Pfiffner, op. cit., pp. 149, 153.

³⁴V. A. Leonard, The Police Enterprise: Its Organization and Management (Springfield, Ill.: Charles C. Thomas Company, 1969), p. 20.

otherwise, would render him derelict of duty and unworthy of his office.³⁵

Recognizing that the police agency cannot effectively progress beyond the understanding and support received from the community as a whole, the police executive's community relations responsibility and tasks are to promote positive educational information and to enlist the support of the community's influentials, whoever and wherever they may be.³⁶

Management and Supervision

While the police executive is responsible for molding and directing a PCR program that is responsive to police and community needs, it is often the police sergeant who, more than anyone else, stands between the command and administrative elements who develop plans and order them to be implemented, and the line personnel who must carry out these plans. As the "middle manager," he has significant responsibilities in both directions. To his subordinates he must interpret, explain, instruct, and supervise the execution of the directives from above. To his superiors, he must be alert to detect, evaluate, and discuss evidence of success and failure of execution, to uncover policy and procedural weaknesses, and to make

³⁵Bernard L. Garmire, "Understanding Others: Police and the Citizen," Police and Community Relations: A Sourcebook, A. F. Brandstatter and Louis A. Radelet (Beverly Hills, Calif.: Glencoe Press, 1968), p. 231.

³⁶Wilson and McLaren, op. cit., p. 29.

recommendations accordingly. He is in a better position than any other individual within the department to evaluate the quality of department line personnel, for he is the ultimate "consumer" of the product of the selection and training procedures produce.³⁷ In the same vein, LeGrande points out that:

In his role as first line supervisor, the sergeant's first responsibility thus becomes that of discovering and defining problems--problems of officer misconduct, improper training, procedural inadequacies, internal grievances and problems of a similar nature which might affect the entire police operation. No problem which directly or indirectly has a bearing on the effectiveness of efficiency of his operation should be viewed as outside his responsibility of discovery and definition.³⁸

The Crime Commission Report emphasizes that any police agency must have a sufficient number of management personnel to effectively control and direct all police activities and the utilization of resources. The suggestion is to keep the supervisor in the field to the maximum extent possible, where he can provide personal supervision, leadership, training, and monitoring to insure that police action is proper and timely.³⁹ He thus is in the correct proximity to be of inestimable value in the agency's PCR program.

³⁷Ibid., p. 136; and J. L. LeGrande, "Commentary on Police Supervision," Police, March-April, 1969, pp. 54-57.

³⁸LeGrande, op. cit., p. 56.

³⁹President's Commission ..., Task Force Report: Police, op. cit., p. 53.

Just as the police executive must possess certain basic qualities of leadership, so must the intermediate and first-line supervisory personnel. Pfiffner points out that such personnel must be people-minded and employee-centered on the one hand, but firm, decisive, and objective on the other. Only in this way can the supervisor identify those individuals who cannot, or will not, meet organizational expectations. He must work to help such personnel to become viable members of the organization, and failing to do that, have the personal courage and skill to dispose of them with the least possible disruption of working force morale.⁴⁰

The existence of such effectiveness in the supervisory echelon is an absolute necessity if the principles and procedures of good PCR are to be effective throughout the organization and the community. The need for supervisory effectiveness is no less applicable to the staff officers and non-commissioned officers (NCOs) that the provost marshal must rely on so extensively to build and maintain the proper PCR climate for the business of effectively serving the military community. Supportive of this effort, the PM must take a leadership role in both developing training programs for supervisory and executive personnel of his MP Force, and also in insuring that every appropriate departmental member receives this training.⁴¹

⁴⁰Pfiffner, op. cit., pp. 220-221.

⁴¹Earle, op. cit., p. 85.

Education and Training

Preparation of the police force for today and tomorrow necessitates both "training" and "education." Ability to read and write, physical health, skill in self-defense, authority to subdue and shoot, no matter how diligently executed, are not enough to protect a community against the hazards of crime and delinquency. Police need knowledge of themselves and others they deal with.⁴²

If a PCR program is to be effective, it must among other things, be supported and reinforced with a solid education and training base; and as indicated above, there is a distinction made between the two terms. Earle points out the PCR "education" centers around courses of instruction dealing with some aspect of the subject directly and exclusively. On the other hand, "training" connotes instruction which teaches a specific aspect of the law enforcement trade.⁴³

The trend toward the educational aspect of police training serves to recognize the very humane nature of police work, and the need for every member of the agency to understand and appreciate the dynamics of interpersonal and intergroup relations as they can and do affect police work. Germann, Day, and Gallati note that this trend is not simply a reaction to the pressure of events over the last decade or so, but is the direct result of a conscious and forward-looking effort to make police personnel as

⁴²Samuel Haig Jameson, "Quest for Quality Training in Police Work," The Journal of Criminal Law, Criminology, and Police Science, June, 1966, p. 214.

⁴³Earle, op. cit., p. 78.

competent in dealing with people as they are in working with "things." Moreover, it is a rejection of claims that training for police should be limited simply to the public relations aspect which emphasizes the technical side of modern crime detection and enforcement. Such a position would deny that the police have a crime prevention function. To the contrary, a modern police agency must use every means available to improve relations between people, if for no better reasons than that it will provide better law enforcement service to and for the community.⁴⁴

Police-community relations education is often characterized as having a human relations orientation; involving aspects of sociology, psychology, psychiatry, anthropology, history, and the like. Such instruction is intended to aid the officer in better understanding himself and his clientele, and in equipping him with the "how to" skills that will facilitate the least abrasive and irritating interaction. Hopefully, this instruction will imbue the officer with a spirit of positivism that will pervade his every contact with the community. Murphy, however, cautions that to be effective, the commitment by a department to human relations instruction must be without reservation. If not, it is better to let the individual officer work as best he can within the

⁴⁴Germann and Others, op. cit., pp. 203-205.

system without the benefit of such training, rather than to sensitize him, send him out to work, and then deny him the opportunity to practice his newly acquired "human" skills.⁴⁵

One of the most controversial aspects of human relations instruction is what is known as "sensitivity" training. Essentially, it is a psychological technique whereby small groups of children, teenagers, or adults, under the direction of a leader or trainer, utilize the technique of self-criticism by group members to break down and abandon "self" in deference to the group well-being. Once the individual has confessed and submerged himself in body and thought to the will and judgement of the group, mutual criticism is employed for individual "self-improvement." The goal is to throw-off old individual values, thus becoming more "sensitive" to the members of the group . . . and others.⁴⁶ In fact, however, the method and technique need not be as debasing as such a general description might indicate.

Such training has received little support from police administrators thus far. Skousen points out that

⁴⁵Patrick V. Murphy, "Police and the Community: Probing for Mutual Understanding," Police and Community Relations: A Sourcebook, A. F. Brandstatter and Louis A. Radelet, eds. (Beverly Hills, Calif.: Glencoe Press, 1968), p. 244.

⁴⁶Phoebe Courtney, Beware Sensitivity Training (New Orleans: Free Men Speak, Inc., 1969), pp. 20, 24; and W. Cleon Skousen, "Sensitivity Training--A Word of Caution," Law and Order, November, 1967, p. 10.

they are disturbed by what appears to be a "one-way street" approach. If the police are to be trained to be sensitive to the feelings, aspirations, and frustrations of the criminal and dissident elements of the community, with no comparable effort made to induce these same elements to become "sensitive" to the havoc they are raising within the community, it is only the police who have come halfway.⁴⁷ This may be an over-simplified reaction, as it fails to account for the frequent interaction of the police with the non-criminal elements of the community, which constitute, by far, their most frequent contacts. Moreover, this negative interpretation overlooks the possibility of employing variations of the "sensitivity" concept in programmed interaction between selected elements of both the police agency and the community.

It does seem likely that some form of sensitivity training is a potentially effective vehicle for improving police-community interaction. Prudence dictates, however, that where and when such a technique is to be utilized, the objectives must be clearly defined and attainable, the methods and procedures carefully selected, and the participants fully aware of the personal demands on them. All this requires professional expertise in both planning and execution.⁴⁸

⁴⁷Skousen, op. cit., p. 12.

⁴⁸James M. Gibson, Colonel, USA, "Seminar on Racial Relations," Military Review, July, 1970, p. 24.

O. W. Wilson and Roy McLaren suggest that the human relations content of a typical recruit training program should seldom be less than the 77-hours offered in the 546-hour program of the Baltimore Police Department; in which 30-hours are devoted to sociology, psychology, community relations, abnormal psychology, and to crime prevention and delinquency causation.⁴⁹

The Crime Commission recommended that all recruit training programs provide instruction in those PCR subjects that will enable the students to broaden their perspectives, increase their decision-making alternatives, and improve their ability to exercise discretion. To this end, the Report suggests that professional educators and other civilian experts be used to teach the "specialized" human relations courses for which most uniformed personnel are not qualified.⁵⁰

The Commission Report also recommended that the seminar-type technique be employed for all formal classroom instruction; supplemented with in-service training to the maximum extent possible. It noted that, where offered, in-service training generally consisted of from 5 to 20 minutes duration at the beginning of each tour of duty. While accepting the basic quality and convenience

⁴⁹Wilson and McLaren, op. cit., pp. 306-307.

⁵⁰President's Commission on Law Enforcement and Administration of Justice, The Challenge of Crime in a Free Society, op. cit., p. 112.

of such training, the Commission strongly recommended supplementing this instruction with an annual period of intensive in-service training of not less than one-week in duration.⁵¹

In undertaking a concerted effort to favorably alter police attitudes, a more extensive formal training effort is called for. In an extensive program developed for the Philadelphia Police Department, Siegel, Federman, and Schultz found that of all the techniques employed, the lecture method of instruction was least effective, and recommend the seminar-case method be employed whenever possible; thus providing the officer with real-life situations he can relate and react to.⁵² They point out that the changing of what are considered to be "faulty" human relations attitudes and opinions of police officers must be carefully undertaken. Success will depend largely on the ability of the education process to: (1) broaden the range of experience of the individual officer; (2) show that certain practices fail to satisfy the needs of the police agency; (3) show the officer that attitudinal change will not result in peer-rejection; and (4) that

⁵¹President's Commission..., Task Force Report: Police, op. cit., pp. 139-140.

⁵²Arthur I. Siegel and others, Professional Police-Human Relations (Springfield, Ill.: Charles C. Thomas Company, 1963), p. 6.

attitudinal change will improve his skills, chances for advancement, and community attitudes toward the police.⁵³

When involving instructor personnel from outside the agency, it is recommended that they be used primarily as resource persons, and that police supervisory personnel actually serve as the seminar or conference leaders. Such a technique will serve to reinforce the importance attached to human relations instruction by the police administration.⁵⁴

Formal training of the enlisted MP is conducted in an eight-week period known as Military Police Advanced Individual Training (MPAIT). In the 280 hours of task and performance-oriented training, four hours of "public relations" instruction are offered. Two hours are devoted to community relations; with the objective of orienting the trainee toward dealing with the public, juveniles, civilians, civilian law enforcement agencies, and the news media. The remaining two hours pertain to race relations; stressing the background of current racial problems, identifying tension indicators, and involving some limited case-study. In the balance of the MPAIT curriculum there is some indication that integrated PCR material is offered in the instruction pertaining to civil disturbance techniques, apprehension and search, traffic accident investigation, criminal investigation, MP station operations, and special operations and ceremonies. It must be noted that

⁵³Ibid.

⁵⁴Ibid., p. 7.

this review is not able to evaluate the quality, or measure the quantity of such integrated instruction; nor can it evaluate the quality of instructor attitudes or techniques as they might impact on the instruction.⁵⁵

The MPAIT program of instruction does, however, emphasize that the relationship between the MP and the service member with whom he comes in contact must be emphasized throughout the instruction. It stresses that PCR is an essential training requirement in the development of an MP, and that particular attention must be given the instruction concerning the manner in which enforcement techniques are applied, and in treating people as people to create a willingness in the minds of others to carry out the instructions by the MP.⁵⁶ Unfortunately, such guidance is directed principally at MP-soldier interaction, with little consideration for the philosophy and practice of dealing with other equally important segments of the military community.

The mission of the USA Military Police School is to conduct basic and advanced training for MP officers, basic and advanced instruction for non-commissioned officers, and other specialized instruction for officers,

⁵⁵President's Commission..., Task Force Report: Police, op. cit., p. 153.

⁵⁶Ibid., p. 6.

NCOs, and enlisted personnel, as required; including courses in civil defense, physical security, criminal investigation, and others.

Within the curriculum for the two levels of officer training, one hour is devoted specifically to "public relations," while all other references to PCR activities and functions appear to be integrated in the balance of the curriculum. The one hour of PCR instruction relates to MP-civilian community and component relations. Except for integrated PCR-related instruction, the NCO curriculum appears void of PCR material. As with MPAIT, the quality and quantity of the integrated PCR instruction for the officer and NCO curriculums is difficult to measure, as is the nature of instructor attitudes.

The most significant consideration of PCR material is found in the curriculum for the civil disturbance course; wherein a total of eight hours are distributed among the subjects of contemporary social unrest, the manifestation of dissent, confrontation management, and community/news media relations. However, the instruction is heavily oriented (as it should be) to the area of civil disturbances, and thus offers little of PCR value to the student from any other perspective.

Community Relations Activities

Police-community relations and police-public relations are generally differentiated in terms of their

objectives. Public relations programs are generally designed to create and maintain a better image that attempts to have a police agency accepted as it is. One of the unfortunate consequences of the public relations emphasis is that the agency will often mistake the nature of their problems in the community as simply a failure to communicate the correct police image to the public. Community relations on the other hand, requires that the police and their public candidly and openly face the crucial issues which concern their problems of mutual interaction.⁵⁷

Becker suggests that, when confronted with these local problem situations, many police agencies merely replace the word "public" with the word "community," and continue with their generally inadequate programs of police image-building. He deplores this one-sided, non-eclectic orientation of public relations which only superficially addresses the need for understanding, participation, and communication between the police and the community, without any attempt to make a fundamental attitudinal change in the local law enforcement concept and practice.⁵⁸

There appear to be two schools of thought in this controversy. The first claims that public relations and

⁵⁷President's Commission..., Task Force Report: Police, op. cit., p. 153.

⁵⁸Harold K. Becker, "Is It Too Late for Police-Community Relations?" Police, July-August, 1971, p. 15.

its attendant publicity efforts are sufficient for promoting effective police-community relations. The other maintains that a viable public relations effort is but one facet of a comprehensive community relations program. A third, but less distinct philosophy, is expressed by those who contend that neither community relations or public relations is a solution to police-community stress and discord, but that a sound, efficient, and impartial law enforcement and crime prevention effort, coupled with practical and efficient police services, is the answer. Yet even a cursory examination of the latter stance indicates that it must ultimately assimilate either a community relations or public relations orientation.

There is a need to frame PCR as an identifiable, structured program in order to effectively promote police-community interaction. While the characteristics of formal programs vary among agencies, they generally involve three different approaches: (1) a review of existing policies in an attempt to revise practices which are potentially irritating; (2) the stressing of prompt and efficient performance of police services on the premise that effective police work is its own best public relations; and (3) the utilization of every conceivable contact with the public to promote better community relations.⁵⁹

⁵⁹A. F. Brandstatter and Allen A. Hyman, Fundamentals of Law Enforcement (Beverly Hills, Calif.: Glencoe Press, 1971), p. 45.

Brown points out that good community relations work is based principally upon communication and interpretation:

The police must strive to establish the possibility of communication with all persons who are interested in a lawfully ordered community. They must do all within their power to increase communication with groups who have important police problems, or affecting important police problems, or affected by police problems. Then the police can learn from the community, and the police executive is given an opportunity to interpret police problems to the community. The tasks of interpretation of information available from the public, or of the police role in the community, merit far more attention than they have been given.⁶⁰

A similar philosophy is embraced by Watson, who emphasizes that a police agency cannot exist and function in isolation from its community. He argues that positive community relations must promote maximum intergroup and interagency communication on a practical operational level that has a clear understanding of police function, procedure, and limitations. The police can ill-afford friction between themselves and the schools, minority groups, labor, the news media, other elements of the criminal justice system, etc. He candidly remarks that "(w)e cannot solve our problems by giving the police department an unlisted number."⁶¹

⁶⁰William P. Brown, "The Police and Community Conflict," Police and Community Relations: A Sourcebook, A. F. Brandstatter and Louis A. Radelet (Beverly Hills, Calif: Glencoe Press, 1968), p. 324.

⁶¹Nelson A. Watson, "Community Development for Better Police and Community Relations," Police and Community Relations: A Sourcebook, A. F. Brandstatter and Louis A. Radelet, eds (Beverly Hills, Calif.: Glencoe Press, 1968), pp. 200-201.

should be accorded the same high status as personnel, operations, services, and other major divisions in the department; with strong support from the chief and access to the needed manpower, equipment, and financial resources.⁶³

Police authorities have mixed emotions regarding these specialized PCR units. Even those who support the concept admit to reservations, particularly regarding specific practical limitations. The most obvious limitation is that of resources; for it is probably only the largest of departments (over 250 men) that can afford the luxury of a fulltime commitment of any significance. Another objection is that a comprehensive PCR program entails sub-programs that are administrative as well as operational in nature, and which may often overlap departmental lines at cross-purposes. In Chicago, for example, the Department's Information Office functions administratively to provide public relations coverage for the entire Department, while the Crime Prevention Bureau therein, has three major internal operational divisions: Public Information, Community Relations, and Preventive Services.⁶⁴

⁶³President's Commission..., The Challenge of Crime in a Free Society, op. cit., p. 100.

⁶⁴Wilson and McLaren, op. cit., pp. 240-241.

Another reservation pertains to the quality and capability of the PCR units and their personnel. A skeptical police administrator is easily in position to mitigate, or even subvert, the effectiveness of his PCR program by appointing dysfunctional personnel to a PCR unit; thus dooming it to eventual failure as an effective entity. The selection and assignment of personnel to a PCR unit for reasons other than their personal motivation and desire is counterproductive, and can hardly serve to positively influence the attitudes of their contemporaries in the department, many of whom are more than suspicious of the legitimacy and utility of the PCR unit and its function. When unit personnel are not respected by their peers, their sphere of influence for positive change within the organization is more than limited, and all such negative influences will most probably contribute to a dysfunctional, and totally ineffective PCR program.⁶⁵

Even a PCR unit that is staffed with motivated and qualified personnel offers some disadvantages for the police administrator. Wilson suggests that its usefulness will be limited due to the diffusion of responsibility; it will promote less general police interest in PCR; command is further complicated because of the additional delegation

⁶⁵Robert C. Trojanowicz, "Police-Community Relations," Criminology, February, 1972, pp. 402-406.

of authority required; it will create additional administrative problems for the department; and, because of the specialized nature of its programs there will be a manpower overlap with other agency personnel in a needless duplication of effort.⁶⁶

The loss of general police interest is the principal reservation held by many. Berkley voices this when he argues figuratively that effective community relations work must move out of its headquarters isolation by removing program execution from the hands of a few trained PCR specialists. Rather, all members of the department must be made to see that they have a personal stake and role in effective PCR program execution.⁶⁷ Watson concurs that the individual officer is the real key to good PCR; and that individual police action on the street can do more to improve (or destroy) PCR in one day than a specialized unit and the police command and staff administration can ever do.⁶⁸

Public Relations

The public relations, or publicity aspect of a PCR program must not be overlooked. Wilson suggests that a

⁶⁶Wilson and McLaren, op. cit., pp. 204-241.

⁶⁷Berkley, op. cit., pp. 206-207.

⁶⁸N. A. Watson, "Issues in Human Relations, Threats and Challenges," Guidelines for Police Practices (Washington, D. C.: International Association of Chiefs of Police, 1969), p. 18.

public relations function is divided into four broad categories: (1) to evaluate public opinion and attitudes with regard to the policies, methods, and personnel of the department; (2) to advise the executive element with regard to public relations aspects of new and revised programs, policies, procedures, and activities; (3) to plan and carry out specific public relations programs designed to keep the public informed; and (4) to furnish staff supervision of all police activities that may influence public support. He believes a public relations effort will stimulate favorable public reaction to the police, and work to promote a reciprocal friendly attitude in the police themselves.⁶⁹ Lopez-Rey believes that effective public relations is the means to convey to the public the idea that the responsibility for performing efficient and effective police functions rests not only on shoulders of the police administrators and individual officers, but to a large extent on the community as a whole.⁷⁰ Marx adds that those responsible for a public relations program must remember that it cannot be turned on and off like a water tap; but will go on, good or bad, whether it is programmed and guided or not. This is the

⁶⁹Wilson and McLaren, op. cit., p. 22.

⁷⁰Manuel Lopez-Rey, "Defining Police-Community Relations," Police and Community Relations: A Sourcebook, A. F. Brandstatter and Louis A. Radelet, eds. (Beverly Hills, Calif.: Glencoe Press, 1968), p. 187.

best possible reason for it to be a planned and well-managed effort.⁷¹

Community Relations Councils

A common method of establishing and sustaining good police-community contact is through community relations councils. Basically they are councils or committees whose membership includes representatives of all significant elements of a given community; parents, school officials, church leaders, labor leaders, minority group leaders, and simply persons from any group which has the welfare and character of the community as a major concern. Police participation is a must, for membership produces an unexcelled opportunity to keep the community fully informed on police activities, capabilities, and limitations. A public kept fully informed of the facts on crime and other community problems will better be able to decide how they and the police can interact in seeking mutually satisfying solutions. While the police have the opportunity and obligation to keep the citizenry informed on a regular and accurate basis, they also have the opportunity, through these councils, to keep in touch with community feelings and to interpret the effect of the work they are doing.⁷²

⁷¹Jerry Marx, Officer, Tell Your Story: A Guide to Police Public Relations (Springfield, Ill.: Charles C. Thomas Company, 1967), pp. 9-10.

⁷²President's Commission....., The Challenge of Crime in a Free Society, op. cit., pp. 52-53; Wilson and McLaren, op. cit., pp. 234-235; and John P. Kenny and Dan G. Pursuit, Police Work with Juveniles and the Administration of Juvenile Justice (Springfield, Ill.: Charles C. Thomas Company, 1970), p. 405.

Police-School Liaison

There has been a growing emphasis on youth in formal PCR programs in this country. The varying degree of success (or failure) of this attention has stimulated considerable controversy regarding the worth of such efforts. Most youth-directed sub-programs are a variation on the theme of police-school liaison. While the structure and function of these programs vary considerably, Bouma has defined five basic purposes for the school-liaison function: (1) to establish collaboration between the police and schools in preventing crime and delinquency; (2) to encourage understanding between police and young people; (3) to improve police teamwork with teachers in handling problem youth; (4) to improve the attitudes of students toward police; and (5) to build better police-community relations by improving the police image.⁷³

Nearly all liaison programs start with the placing of an officer fulltime in either a junior or senior high school, who then assumes responsibility for the feeder schools in his area; until/unless additional officers are available and assigned. This officer is usually called a police counselor; maintains an office in the school building; does not normally work in uniform; is not responsible for enforcing school rules and regulations; and, is not directly concerned or involved with behavioral problems

⁷³Donald H. Bouma, Kids and Cops: A Study in Mutual Hostility (Grand Rapids, Michigan: William B. Eerdmans Publishing Company, 1969), p. 139.

around the school in the customary sense. Records that he does keep on delinquent or pre-delinquent activity are normally retained only for his youth-counselling efforts. More often than not, he is a member of a carefully structured school counselling and referral team.⁷⁴

The first of these programs was begun in Flint, Michigan, in 1958-60, and funded jointly by the Mott Foundation and from local public funds. Each of the Flint schools now has a fulltime officer assigned to each school. Another major program is found in Tucson, Arizona, where liaison officers, who work in uniform, are assigned to fifty-four of the city's schools; with budget limitations precluding complete coverage. Aside from these two programs, some type of school-liaison program exists in approximately one-hundred other communities around the country.⁷⁵

Those who support the liaison programs feel that placing officers with a demonstrated capacity for understanding and working with youth in the midst of the daily academic scene, and making them an integral part of it, is an important step toward breaking through the barriers of hostility and suspicion between youth and the police. By

⁷⁴June Morrison, "The Controversial Police-School Liaison Programs," Police, November-December, 1968, p. 62.

⁷⁵Ibid., pp. 62-63.

making the officer a familiar part of the everyday living and learning experience, the programs seek to establish a genuine rapport; and hopefully:

. . . the law officer now becomes something more than a symbol of a badge, a bludgeon, and a screaming siren. He becomes somebody to turn to rather than to run from, a person to be trusted rather than feared.⁷⁶

The school-liaison officer's relations with faculty, students, and parents is important to the program's success. He attends all school functions and becomes known throughout the school neighborhood. While he has little or no authority for discipline in and around the school, he is in an excellent position to make an early identification of actual or prospective delinquent behavior; and to become familiar with trouble spots in the neighborhood. Thus, through close cooperation between the police and the school a joint approach is possible for promoting greater police understanding of the problems of youth and for working with delinquents. Moreover, to the extent that the liaison officer can develop close personal relationships with all students, he creates a greater respect for police and law enforcement generally.⁷⁷

Those critical of police-school liaison programs express the objections in six general categories:

⁷⁶Bouma, op. cit., p. 139.

⁷⁷Ibid., pp. 139-140.

1. The primary objective of police-school liaison programs is to change the attitudes of the students toward the police. It is believed that even highly-trained and skilled professionals may not be effective in changing attitudes. Further, since attitudes can be positive or negative, the end results of such efforts by police may be self-defeating.

2. Few officers have the training or experience to prevent delinquency in a school setting.

3. These programs take manpower from regular police efforts. There is a serious shortage of police manpower in the cities and police departments can ill-afford to assign officers to a police-school program.

4. Possible legal complications that result from the school authorities, who stand in loco parentis to the child, delegating the right to inspect and interrogate students in the school.

5. The possibility that some stigma might be attached to the school that is chosen for an experimental program.

6. The possibility that the police officer may be used as a school disciplinarian.⁷⁸

While many programs have successfully overcome or skirted most of these objections, others have not; while

⁷⁸George H. Shepard and Jesse James, "Police: Do They Belong in the Schools?" American Education, September, 1967, p. 2.

the majority of communities have not seen fit to undertake the effort. The problem for many appears to be whether such programs do, in fact, reduce delinquency better than other programs; whether there is a sacrifice of community police protection and service in other vital areas; and, whether personal liberties are being violated in order to control delinquency at school locations. To concentrate on the schools on the schools in an attempt to change attitudes toward the police and law enforcement when it is not even certain that such changes can be measured; or when the trained manpower available falls short of the number required to do the job, seems to many to appear ill-advised, if not futile.⁷⁹

In the final analysis, any change from the traditional way of doing things will always meet with resistance; yet ultimately, it must be the individual community who decides whether or not police-school liaison efforts, regardless of individual style and function, are to be implemented and expanded.⁸⁰

Uniform Modification

The brief reference to school-police liaison officers working in civilian dress introduces another somewhat recent innovative effort in a number of PCR programs.

⁷⁹Morrison, op. cit., p. 64; and Kenny and Pursuit, op. cit., pp. 369-370.

⁸⁰Morrison, op. cit., p. 64.

It is part of a small, but growing trend to de-emphasize the traditional para-military dress for uniformed officers; with suggestions that range from modifying or redressing existing uniforms to appearing in modified contemporary civilian-style dress. Morris and Hawkins strongly recommend additional experimentation in this matter in an attempt to determine the impact of dress-modification on the traditional police image. They point out, that despite any changes made, the officer must remain readily and distinctly identifiable as a policeman, and the new "uniform" must be capable of adjustment to a weapon, night-stick, and other frequently carried equipment.⁸¹

Military PCR Activities

As noted previously, the avowed community relations concept of the Military Police Corps stresses relationships and interaction between the MP and the total community, with principal emphasis on the external civilian community. The supporting objectives are that: (1) community resentment must be avoided; (2) community good-will must be developed; and (3) the community must be kept advised of regulations and policies as well as the reasons for their adoption. The basic guidance for the MP stresses that he serves a number of publics: the MPs themselves; persons

⁸¹Norval Morris and Gordon Hawkins, The Honest Politician's Guide to Crime Control (Chicago: University of Chicago Press, 1969), p. 107.

in confinement; other members of the military services; and, the civilian community. He is reminded that the most important individual in the process of achieving good community relations is the MP himself. He is also provided with instructions regarding the basic standards for his appearance, conduct, behavior, and the furnishing of information to the general public and news media personnel. Finally, he is reminded of the approved relationship he is to maintain with personnel of other law enforcement agencies. Lacking in-depth formal instruction in these matters in MPAIT, he must rely heavily on the quantity and quality of the integrated PCR instruction received in his formal and in-service instruction, and upon his personal experiences as a "working" MP.⁸²

The only formal community relations instruction offered in the USA Military Police School is to be found in the instruction dealing with Community/News Media Relations, wherein the following principles are outlined:

1. Community relations programs must take cognizance of the human relations factor.
 2. Community relations efforts must be directed to the problems and capacities of the young.
 3. Community relations efforts with the young must be honest, meaningful, and relevant.
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⁸²Field Manual 19-5, op. cit., pp. 31-36; and Field Manual 19-10, op. cit., p. 63.

4. The total community must not be overlooked because of special efforts directed at specific segments of the community. Community relations must always be considered a total community activity.⁸³

The organization of community relations councils in the military community, and civilian advisory councils jointly with the civilian community, are encouraged as part of the Army's overall community relations effort. Their organization and management is a command function, with membership determined by the nature of their particular purpose and function. The objectives of an on-post community relations council is to plan programs of continuing Army community relations interest; to establish and maintain contact with the appropriate civilian organizations and individuals; to formulate specific community relations plans; and, to promote and evaluate the programs which ensue from the planning effort. The objectives of the civilian advisory councils vary with the specific purpose for which they are formed.⁸⁴ While not proscribed, military police membership and participation in council activities is generally the rule rather than the exception.

There is no formal Corps program calling for the establishment of fulltime PCR units. It appears that PCR

⁸³Civil Disturbance Orientation Course Lesson Plan: MP 562V, "Community/News Media Relations," Headquarters, Department of the Army, United States Army Military Police School, Fort Gordon, Georgia, January, 1972.

⁸⁴Army Regulation 360-61, op. cit., pp. 3-1, 3-2.

activities are left to the design and disposition of the individual PM; to include providing whatever resources are necessary to sustain the effort. Experimentation with a variety of PCR-oriented concepts and techniques, such as uniform, equipment, and vehicle modification, etc., are generally left to the initiative of the individual PM, though he may work in conjunction with the local installation commander/area community leader, and with the advice and/or assistance of the Office of The Provost Marshal General, as requested or required.

The Corps' concept for dealing with juvenile delinquency as part of an overall crime prevention effort, is outlined in one portion of the MP School's curriculum; with emphasis on MP coordination with local civilian authorities (off-post), commanders and other key personnel, and parents, on a case-by-case basis.⁸⁵

Public relations efforts are also left much to the design of the individual PM, coordinating as required with the installation/area Information Office, and in employing the available communications media on- and off-post as he deems appropriate.

Formal guidance to the "field" regarding MPCR is generally characterized by broad statements of concept and

⁸⁵ Military Police Officer Advanced Course Lesson Plan: MP 3030A, "Crime Prevention," Headquarters, Department of the Army, United States Army Military Police School, Fort Gordon, Georgia, May, 1970.

principle which contain little that might be interpreted as practical advice and guidelines for the PM, his staff, and MPs in general. With little exception, the responsibility, technique, and degree of involvement for local community relations efforts, regardless of the direction of emphasis, is in the hands of the local PM. His personal motivation, initiative, experience, resources, priorities, and effectiveness of his local command relationship(s), or lack thereof, seem to be his principal guidelines.

Police Functions and Community Relations

Police authorities have long tried to satisfactorily define for themselves and the citizen, just what is meant by effective and efficient police support. The citizenry, in turn, has attempted to do the same for themselves and the police. In light of the infinite number of complex variables to be considered on either side, it is doubtful that any universal consensus will ever be realized in terms of what is, or is not, effective and efficient. However, there is general agreement that police activity can be categorized as law enforcement, crime prevention, and the providing of miscellaneous police services.

No matter how these major functions are perceived, there is for the police, both civilian and military, a direct relationship between functional execution and community relations. Poor PCR can and does adversely affect the ability to the police to enforce law, prevent

crime, and provide the wide variety of services. A hostile and suspicious citizenry is far less likely to voluntarily comply with, or report violations of the law; to report suspicious persons and activity; to testify as witnesses; or, to come forward and provide information to the police. Yet citizen assistance is crucial to police agencies if they are to solve even an appreciable portion of the crimes being committed. Public hostility adversely affects every aspect of police field operations. As the degree of public cooperation diminishes, there is a proportionate necessity for the use of physical force and compulsion by the police to achieve even the most fundamental objectives of enforcement and order maintenance. Thus poor PCR tends to perpetuate themselves in a vicious cycle.⁸⁶

Law Enforcement

Law enforcement poses a complex dilemma for the police in terms of meeting the need for maintenance of public order. Unable to enforce all of the law all of the time, the enforcement goals require that priority be given to those offenses which most seriously threaten the health, welfare, safety, and stability of the community. In this regard, police executives have a particular responsibility to set enforcement objectives and policy

⁸⁶President's Commission..., Task Force Report: Police, op. cit., pp. 144-145.

that are consistant with the advice, counsel, and cooperation of the legislative bodies, government executives, other criminal justice sub-systems, and the community itself. For these enforcement objectives to be accomplished, the community must be made aware that delegation to the police of the enforcement of the laws cannot bring about effective crime detection and compliance with the law unless there is positive community involvement, cooperations, and support.⁸⁷ A community that is unwilling to tolerate crime will succeed in its efforts to reduce it; and this community intolerance will, in turn, be reflected in the form of support, material and spiritual, given the police agency and its activities. The needs of good community relations and of effective law enforcement will not necessarily be identical at all times, and while immediate enforcement considerations may at times take precedence, the police executive must remember that sound community relations are, in the long run, essential to effective law enforcement.⁸⁸

⁸⁷Germann and Others, op. cit., pp. 33-37; and William Dienststein, "Sociology of Law Enforcement," Crime, Criminology, and Contemporary Society, Richard D. Knudten, ed. (Homewood, Ill.: The Dorsey Press, 1970), p. 211.

⁸⁸President's Commission..., The Challenge of Crime in a Free Society, op. cit., p. 100; and O. W. Wilson, Address to the Annual Meeting of the International Association of Chiefs of Police, Montreal, Canada, October 3, 1961.

Crime Prevention

Crime prevention is a nebulous and hard to define police function. It is too often explained and interpreted by various police and civilian authorities as being rooted in youth councils and recreation programs, public relations campaigns and activities, and the like. Only recently has the realization grown that a planned, comprehensive community relations program can be a significant vehicle for the police to address themselves to a wide variety of crime prevention issues, while focusing flexibly on those which are the most critical at any given time and under any given community circumstance.

Police Services

The police are called upon to perform a great variety of activities which seem not to be a normal part of their field activity, and which are best described as service functions. Many seem to have little to do with the detection or prevention of crime. It has been suggested that up to 80 per cent of daily police activity has little to do with criminal activity. Many such service activities provide some sort of emergency or routine service which the police have traditionally performed by virtue of their availability and mobility, including traffic control. It is suggested that such work is simply a literal interpretation of the police role of protecting the community not only against crime, but against other

hazards, accidents, and the miscellaneous discomforts of life. Those of the police and citizenry who question the validity of such activity point to the increasing costs of government and police activity. As these costs continue to spiral, it becomes more difficult for them to support the expenditure of manpower resources to activity not generally recognized as a primary police function and responsibility. They further argue that many other community agencies could provide the same services and thus release critical police resources for other duties. It is also felt that so long as police officers continue to perform activities which require no special knowledge or competence, the police will fail to obtain the professional recognition they seek.⁸⁹

Those who support the continuing performance of police services hold that such activity does, in fact, stimulate public esteem and cooperation for the police. Moreover, such contact does familiarize the police with their community and often furnishes investigative leads and other police intelligence for the perceptive officer. Also, the opportunity to be of service provides the officer with a psychological gratification and relief

⁸⁹Brandstatter and Hyman, op. cit., pp. 299-300; and President's Commission..., The Challenge of Crime in a Free Society, op. cit., pp. 97-98.

from the trauma of repeated exposure to the "seamy side of life."⁹⁰

Despite the protests and efforts of those who object to the involvement of police in service functions, there is no clear indication that significant or consistent headway is being made to reduce or eliminate such commitments. However, among the authorities arrayed on both sides of the issue, there is a growing realization that because of the wide range of skills required to perform all of the major police functions, services included, there is a need to provide an equally wide range of skilled and competent police force personnel. At present a police officer is often equally responsible for the most complex and most menial of tasks. The wide range of skills required in performing all these tasks is beyond the attainment of all but a limited number of individuals. This being the case, such tasks should be divided according to the skills required to perform them. With this in mind, the Crime Commission Report advocates the employment of personnel at three functional skill levels of police work. First would be the police "agent," who as the most skilled, educated, and experienced, would respond to the most technical and demanding of the law enforcement and crime prevention requirements. Then there would be the police "officer," who with less education, technical

⁹⁰President's Commission..., The Challenge of Crime in a Free Society, op. cit., p. 98.

competence, and experience than the agent, would perform duties of medium intensity, including routine patrol, traffic regulation and accident investigation, and response to selected calls for service support. Finally, the "community service officer," as the least educated (police-wise), technically competent, and experienced of the three, would function primarily to relieve the agents and officers from the lesser police duties. He would work with them in high crime areas and provide a wide range of high-contact services throughout the community, particularly with the minority elements. From a PCR standpoint, there is little question that the community service officer would provide the most frequent and basic police-citizen contact with the widest possible cross-section of the community. Moreover, this three-stage concept of personnel employment would enlarge the recruitment and utilization potential of nearly all police agencies, because it entails a natural "step-ladder" for the advancement of police personnel as their education, technical development, and experience levels expand.⁹¹

Military Police Functions

The military police are faced with a similar question of posture and orientation in terms of serving the

⁹¹Ibid., pp. 122-123.

needs of the military community. The requirement for law enforcement, crime prevention, and routine services support, is no less varied than that in the civilian community, despite some differences in the specific character. The MP response in planning and executing this variety of functions will closely parallel the practice of their civilian counterparts, to include understanding the impact of PCR, good or bad, on functional execution. In the matter of police services particularly, the military police must strive for the image and reality of being a friend in time of need for the military community. In turn, the military police can reasonably expect the recognition and support they need and deserve.⁹²

Policing the Police

A police agency . . . any police agency . . . remains the most vulnerable of all elements of the criminal justice system with respect to citizen complaints and the general dissatisfaction related thereto. Despite the efforts by many police agencies to adjust their respective modus operandi to neutralize, respond to, and/or avoid citizen-barbs, particularly those of the more vocal

⁹²Epstein, op. cit., p. 12.

minority groups, there has yet to be found a truly effective method or technique of responding to grievances that will satisfy the highly suspect attitude of the general citizenry, and still retain the basic integrity of effective police administration and management.

Quite possibly there is no single or ultimate solution to this dilemma, at least none that will be singularly applicable, effective, and thus universally acceptable in our heterogeneous societal structure, both civilian and military. Yet the growing crescendo of demand from an increasingly suspicious, often hostile citizenry, for new methods of grievance resolution, or a drastic overhaul of current means, can hardly be ignored. While recognizing that there are exceptions to this ongoing controversy, the general lack of resolution, particularly in the highly volatile urban communities, has consequences reaching far beyond the problem itself. Most obvious, is that failure to close the gap only leads to further polarization and divisiveness in the community. Such division breeds the growing lack of confidence and trust by any community in its police force, and a withholding of the community-based support so vital to sustaining effective police activity. The police, in turn, tend to react predictably to such a real or imagined lack of trust and support; often responding with police activity that is something less than dedicated. Finally, the struggle of the police to be recognized as a profession is

jeopardized; as the effort is continually being frustrated by the integrity and confidence issues that have been raised so high by the "policed" of this country.

Because of the fundamental importance of establishing good relations between the police and the community, the way in which complaints made against the police by private individuals and group interests are handled cannot be ignored. Morris and Hawkins point out that approximately 75 per cent of all civilian police departments have no formal complaint procedures at all, and in many places where procedures are proscribed, there is a deliberate policy of discouraging complaints against department officers. One result is that the police are unable to clear themselves of what are frequently quite unfounded charges against them. At the same time, public suspicion and antagonism toward the police are encouraged because both real and imaginary grievances are placed on an equal footing.⁹³

The Crime Commission Report suggests that police agencies, large and small, should make every effort to encourage citizens with grievances to file them. Unfortunately, it was noted, police officers and departments often regard such complaints as an attack on the police as a whole rather than a complaint against an individual

⁹³Morris and Hawkins, op. cit., p. 98.

officer or police activity, and often attempt to discourage or interfere with the filing of such complaints. This action not only deprives a department of a valuable experience factor and needed information, but convinces the public that the kinds of practices complained about are condoned, or worse yet, expected.⁹⁴

The Commission Report goes on to note that the best way to deal with police misconduct is to prevent it through an effective means of personnel screening, training, and supervision. This suggests that an agency which clearly articulates its community relations policies with regard to citizen-grievances, and holds its members to them, should receive a minimum of complaints. To this end, it is recommended that every agency, regardless of size, have a comprehensive program for maintaining police integrity, and that every medium- and large-sized agency should have a well-manned internal investigations unit responsive only to the chief executive. Such a unit, in turn, would have both an investigative and preventive role in controlling dishonest, unethical, and offensive actions by officers.⁹⁵

⁹⁴President's Commission..., Task Force Report: Police, op. cit., p. 195.

⁹⁵Ibid., pp. 103, 116.

A fundamental aspect of the dilemma is that the public and the police do not always agree on what constitutes proper police behavior. Reiss notes that what is "proper," or what is "brutal," is more a matter of judgment about what someone did than a description of what police do. Thus, what is important is not the practice itself, but what it means to the citizen directly involved, and those who are or become aware of it. What citizens object to and call "police brutality" is really the judgement that they have not been treated with the full rights and dignity due citizens in our democratic society. Any practice that they perceive as degrading their status, that restricts their freedom, that annoys or harrasses them, or that uses physical force, is frequently seen as unnecessary and unwarranted. This is a particularly frequent perception of the young and minority groups. On the other hand, Reiss points out, that what citizens often regard as police brutality many police consider necessary for law enforcement and/or crime prevention. While degrading epithets and abusive language may no longer be considered as proper by either the police administration or the citizenry, they often disagree about other practices related to police enforcement and prevention tactics. For example, although many citizens see "stop and frisk"

procedures as harrassment, police officials usually regard them simply as "aggressive prevention" to curb crime.⁹⁶

The most common procedure for handling complaints in the civilian police environment is through the internal process alluded to above, though few departments have the complex machinery in operation suggested by the Crime Commission. When internal procedures fail to allay citizen distrust, or even prompt open resistance, the aggrieved citizenry has normally countered with a proposal for citizen review of police procedures and discipline. They suggest the establishment of a citizen's review or advisory board as an extension of the local executive arm of government; and to be charged with the hearing and disposition of all complaints against the police. Most police authorities strongly object to such proposals, and with few exceptions, have successfully resisted all efforts to alter the status quo of internal review and discipline.⁹⁷

Where a controversy exists between the proponents of internal discipline versus those who favor citizen review, a stalement generally has resulted. As one means

⁹⁶Albert J. Reiss, Jr., "Police Brutality--Answers to Key Questions," Crime, Criminology, and Contemporary Society, Richard D. Knudten, ed. (Homewood, Ill.: The Dorsey Press, 1970), pp. 227-228.

⁹⁷Charles F. Kraak, "An Analysis of the Police Advisory Board Concept in the United States" (unpublished paper presented to the School of Police Administration and Public Safety, Michigan State University, 1965).

of attempting to break this deadlock, there has been growing interest in adapting and adopting a procedure that places citizen-police conflict in the hands of a neutral and independent party . . . the ombudsman.

This concept is borrowed from The Danish experience, wherein a single individual and office has the authority to investigate, either on independent initiative, or on the receipt of a citizen complaint, allegations of malpractice, misconduct, and the like, directed at individuals and offices (including the police) at all levels of government, except Parliament and the judiciary. Steeped in tradition, experience, and independence, the principal effectiveness of the Danish ombudsman, though lacking many formal sanctions, is the respect that is held for him and the function by government and the citizenry alike. It is this concept that proponents in the United States look to for adoption at state and municipal level; not simply to address the issue of police-citizen disputes, but to serve in much the same general capacity as its Danish counterpart. Considering the wide range of expertise that would be required in a single ombudsman or office, it is suggested that individual offices could be established for each of the major and diverse functional areas, particularly in the larger communities.⁹⁸

⁹⁸Bent Christensen, "The Danish Ombudsman," University of Pennsylvania Law Review, June, 1961, p. 1104; and Walter Gallhorn, Ombudsman and Others (Cambridge, Mass.: Harvard University Press, 1966), p. 11.

Whether or not the ombudsman concept could gain the requisite local support needed to be accepted as an effective and independent grievance mechanism in this country has yet to be determined. In the final analysis, the utility of the ombudsman in the American governmental structure will be determined by operational experience, not conjecture. There has simply been too little experience to support a qualitative evaluation of the prospects for success. Except for those few municipal areas where the concept has been considered, implemented, and tested, the system has little experiential history. And specifically, this limited experience has yet to stimulate any quantity of dialog between the opposition in the police-citizen grievance dispute.

This crisis of confidence need not exist. However, if this problem is to be substantially reduced or eliminated, a formal procedure for the receipt, processing and disposition of citizen complaints is essential. Whether the process be internal, external, or a combination of the two depends entirely on a rational, common-sense determination of what will most satisfactorily meet the needs of a given community and its police agency. What is most important is that a system must be established and function as an integral and crucial aspect of any successful PCR program. To be effective in this capacity,

the Crime Commission Report suggests that specific principles be adhered to in the complaint procedure. The first and greatest need is for the community to be aware of the fact that the police agency is willing to accept complaints. As a minimum, the agency must inform the public of the various means available through which complaints may be lodged. Once received, complaints must be properly accounted for and promptly transmitted to the appropriate individual or bureau wherein the decision is made as to inquiry or investigation. The investigation itself must be promptly conducted. Once a final determination is made, the police executive must then insure that there is conclusive feedback to the complainant, and if appropriate, internally to the department.⁹⁹

Whether or not a similar crisis of confidence confronts the military police is a matter of conjecture. The complaint procedures followed by local PMs are generally comparable to the internal procedures existing in civilian police agencies, though not without exception. The majority of complaints are received, processed, and disposed of according to a procedure developed by the individual PM according to his personal experience, resources, and perception of the nature and extent of the problem. In some cases he may even rely heavily on the

⁹⁹President's Commission..., Task Force Report: Police, op. cit., pp. 195-197; and Earle, op. cit., p. 27.

Office of the Inspector General to assist. This Office is always available to the military community for the filing of complaints against any military service organizations, activity, or individual, including the military police. The function of this Office in the Army is conceptually not unlike that of the ombudsman discussed previously. It is characterized by its independence from outside influence, neutrality, and the competence and versatility of its personnel. Like the ombudsman, it has few official sanctions of its own, but relies heavily on the trust and respect held for it by its clientele. This esteem is evidenced by the increasing frequency with which military community personnel including the PMs, are turning to it for the resolution of disputes and grievances, and for assistance of a general nature.

To the author's knowledge, there is no formal Corps' police which provides the local PM with specific guidance and direction regarding uniform, internal complaint procedures. Neither is the subject addressed in any identifiable aspect of the MP School or MPAIT curricula.

CHAPTER III

RESEARCH PROCEDURES

From the outset it was felt that data pertaining to the military police aspect of police and community relations would be limited in both quantity and depth, particularly as it would be suited to the particular dimension of the subject that this thesis explores. The review of available literature and the personal and written queries to a variety of military agency sources verified this speculation. It was therefore considered necessary to survey the "field" in order to gather the requisite background information and research data. Being exploratory in nature, it was also recognized that the input would hardly allow for intricate statistical measurement and analytical comparison, but that it would lend itself comfortably to the gathering and discovery of ideas and insights on a broad range of relevant material.¹ Another major consideration in the selection of a research method was the restriction imposed by time,

¹Claire Selltiz and others, Research Methods in Social Relations (New York: Holt, Rinehart, and Winston, Inc., 1959).

magnitude of the research effort, and financial resources. While it would have been preferable to conduct the research through personal observation, interview, and analysis almost entirely, these limitations precluded such an undertaking.

Two separate but related procedures were followed in the collection of background material and research data. The bulk of the material was accumulated through the use of a survey instrument designed and distributed by the author, employing a mailed, self-administered questionnaire. This was supplemented by information gathered in a series of personal interviews conducted with selected military police officer personnel.

Definition of Population and Sample Selection

It would have been preferable to query a broad sample of the several components of the military community who are implicated in the issues addressed in this thesis; to include all echelons of the Military Police Corps, other service personnel, and civilian members of the military community. Such an approach would have provided a more expansive overview of attitudes, opinions, and practices relative to police and community relations as viewed from the various perspectives. However, practical management of the scope of the study dictated the placing of a limit on the population sampled. The author elected to distribute the questionnaire only to a sample of those military police officer personnel who are now, or previously

have been, operating installation provost marshals (PMs) or MP Station Commanders. More than any other element of the military community or MP component therein, these are the individuals most vitally concerned and directly involved with the practical aspects of police and community relations on a day-to-day basis.

It is difficult to fix precisely the number of officers actually occupying positions as operating PMs in the Corps today, as such an identification effort is compounded by the semantics of job titles and the interpretation of actual responsibility. However, in distributing twenty-eight instruments to operating PMs in the United States, it is estimated they would reach in excess of 60 per cent of the PMs assigned to major Army installations. The fifteen survey instruments distributed in Europe would conceivably sample approximately one-third of those assigned as operating installation PMs or MP Station Commanders. Only a limited number of operating PMs are assigned in various other geographic areas of the world, except for the Republic of South Vietnam. The questionnaire was not distributed in the Republic because of the fluidity of the assignment situation in that country. The selection of prospective respondents from the United States and Europe was accomplished on a random basis, with the forty-three names "drawn from a hat."

The selection of personnel who formerly held operating PM or PM-related positions was done on a stratified

basis for the sake of convenience. Of the more than thirty-five officers either attending the 1971-72 session of the Army's Command and General Staff College, or assigned to other MP duties at Fort Leavenworth, Kansas, volunteers were sought who had such previous experience; with twelve individuals subsequently volunteering to participate. This source of prospective respondents was selected because of the ease of distribution of the questionnaires. The twelve potential respondents were but a small fraction of the officer personnel in the Corps who have had operating PM or PM-related experience, but financial limitations precluding seeking out additional prospects.

It was felt that a minimum response of 75 per cent from the total of fifty-five questionnaires distributed was required to insure the desired depth and validity.

Personal Interviews

The personal interviews were limited to key military police officer personnel, who by virtue of their seniority and experience, now hold critical positions with regard to military police policy development and decision-making in the Corps; positions which have a direct as well as indirect influence on matters relative to police and community relations, both operational and administrative (including training). All of these officers have had extensive operational PM experience in their military careers. A total of twelve officers were personally interviewed at Fort Gordon, Georgia, and in Washington,

D. C.; and in Europe via correspondence. With their anonymity assured, they were asked to respond to a list of questions developed by the author, which related to specific issues addressed in the review of the literature. The responses were employed by the author in the general preparation of the thesis, and in the development of the questionnaire specifically. The specific questions posed to these officers, and a representative sample of the paraphrased (or actual) responses, are contained in Appendix B.

Design of the Instrument

A single questionnaire was developed consisting of ninety-four major items divided in nine distinct and functional Parts.

Parts I and II requested biographical and organizational data respectively; though the latter was omitted as inapplicable for the Fort Leavenworth respondents. The respondents were asked not to identify themselves, and anonymity was assured to encourage honest and forthright responses to the items, some of which dealt directly with Army and Corps policy. Organizational data was gathered only to permit a summary of information regarding the population of the military communities represented by the respondents, the nature of the installations or areas concerned, and to indicate the size of the respective MP units serving these installations/areas.

Part III was designed to provide a variety of items directly relating to the current state of military

police-community relations programs and activities at the installations, and in the areas of responsibility of the operating PMS and MP Station Commanders. Consisting of eighteen major items, it was intended solely to provide the author with background information that would sample the general character of MPCR activities now in existence.

Parts IV - VIII were designed to obtain responses on a Likert-type² scale to items posed in the following areas:

1. MPCR Attitude and Philosophy; twelve major items.
2. MP Functional Roles and MPCR; eleven major items.
3. MPCR Education and Training, nine major items.
4. Community Orientation; fourteen major items.
5. Complaint Procedures and MPCR; seventeen major items.

Part IX provided the respondent with space to enter remarks and general comments regarding the survey as a whole. Throughout the questionnaire, comment was requested and/or encouraged for specific items, and in general.

Each questionnaire was prefaced with a cover letter, a list of instructions, and a list of definitions of common terms used in the instrument. A copy of the questionnaire,

²Gardner Murphy and Rensis Likert, Public Opinion and the Individual (New York: Harper and Row, 1937).

cover letter, instructions, and definitions are shown in Appendix A.

Prior to the final reproduction and distribution of the instrument, a pre-test was conducted involving five MP officers to insure the questionnaire was valid and understandable. As a result of this pre-test, several modifications were made in the final wording and design.

Description of the Measure Used

In view of the fact that the questionnaire for this study was not designed or intended to provide statistically testable data, it was decided that the results could be clearly and simply displayed and discussed in terms of percentages for Part III, and with a combination of the arithmetic mean and percentages for Parts IV - VIII. With the exception of several open-ended items in Part III, response was requested on a YES - NO basis, thus facilitating the computation of percentages. With the exception of several open-ended requirements in Parts IV - VIII, all items were designed for a Likert-type response. Five categories of response were provided: "Agree very much," "Agree," "No opinion," "Disagree," and "Disagree very much."

CHAPTER IV

RESEARCH FINDINGS

As previously stated, a total of fifty-five self-administered questionnaires were distributed; forty-three to operating Provost Marshals (PMs) in the United States and Europe, and twelve to personnel with former PM and PM-related experience who were assigned to Fort Leavenworth, Kansas. A combined total of forty-eight (87%) completed questionnaires were returned; but due to late arrivals, only forty-two (76%) were utilized in the data compilation. Of those utilized, thirty-one were from the operating PM category, while eleven were from the former PM category.

The remainder of this Chapter will serve to display, interpret, and discuss the survey data in three distinct segments. The first segment summarizes the general characteristics of all forty-two respondents as gleaned from the information in the initial eight major items of the survey. This provides the reader with an indication of the general range and identity of the respondents. The second portion, consisting of eighteen major data items, provides background information on the current

status of Military Police Community Relations activities, as reported by the thirty-one operating PMs. The third segment displays and discusses the remaining sixty-eight major data items, which correspond in content to the specific police and community relations criterion discussed previously. Additional information regarding the data analysis for the second and third segments is provided as each is encountered later in this Chapter.

A representative sample of the paraphrased (or actual) respondent comments were compiled from the questionnaires, and are found in Appendix B. Where appropriate to the analysis or discussion of specific survey items, footnote reference is made to the appropriate comment(s).

Respondent Characteristics

Part I: Biographical Data

Item 1: Age.--The forty-two respondents ranged in age from twenty-five to fifty-four years, with the average age being just under forty years (39.7).

Item 2: Rank.--Twelve respondents hold the rank of Colonel; eleven are Lieutenant Colonels; thirteen are Majors; and, six are Captains.

Item 3: Years Active Military Service.--The respondents averaged seventeen years of total active service; ranging from a high of thirty-two years, to a low of

three years. No distinction was made between commissioned, non-commissioned, and enlisted service.

Item 4: Years Commissioned Service.--Twenty-nine years was the longest period of commissioned service, and three years was the shortest period; while the average length was fourteen years.

Item 5: Years Commissioned Service in MPC.--The average commissioned service was just under fourteen years (13.8); ranging from a high of twenty-seven years, to a low of three years.

Item 6: Present Assignment.--Thirty-one of the respondents were operating PMs, while eleven had former PM and PM-related experience.

Item 7: Summary Record of Previous Key PMO-Related Assignments.--Table 1 displays the distribution in terms of experience as a PM, Assistant PM, PM Operations Officer, and Other PM-related duties; expressed in months.

Item 8:--Have you had any formal instruction/training in Community/Public Relations in any military or civilian school? YES ____; NO _____. If YES, describe below, indicate length, and comment on adequacy.

Among the twenty respondents who reported they had some previous MPCR-related instruction, ten reported they found it to be inadequate.¹

¹Questionnaire Comments 1-5, Appendix B to this study.

TABLE 1.--Record of Previous Key PMO-Related Assignments.

	PM	Asst PM	PM Opns Off	Other PM
N =	38	11	25	5
High	144 mos	48 mos	48 mos	43 mos
Low	4 mos	6 mos	2 mos	12 mos
Average	40 mos	21.5 mos	19.5 mos	23 mos

Part II: Organizational Data

Item 9:--The approximate population of the military community (of the installation/ in the area of responsibility) served by your MP Force is: (Estimate the number of people in each category)

- a. Military personnel _____
- b. DOD civilian employees _____
- c. Dependents of both _____

Item 10:--The approximate size of the (installation/ area) is _____ square miles.

Item 11:--The primary mission of the (installation/ area) is:

- a. Depot _____
- b. Arsenal/Ammo Plant _____
- c. Training or School _____
- d. Headquarters _____
- e. Composite _____
- f. Other _____

Item 12:--The size of the MP Force for the
(installation/area) is:

- a. Military (all MOSs) _____
- b. Military (95B, 95C; only) _____
- c. Civilian Employees _____

Twenty-seven of the thirty-one respondents provided information for Items 9 - 12, above. The data is displayed in Tables 2 - 5, respectively.

TABLE 2.--Item 9: Military Community Population.

N = 27	Military	DOD Civilians	Dependents
Total	261,000	83,000	206,380
High	30,000	20,000	30,000*
Low	800	0	300
Average	9,650	3,100	7,640

*This figure represents the total number of dependents in a single area of MP responsibility in Europe.

TABLE 3.--Item 10: Installation/Area Size.

N = 27	Total	Largest	Smallest	Average
Sq. mls.	5,897	911*	.5	218*

*These figures tend to be inflated and misleading since they include areas of MP responsibility in Europe.

TABLE 4.--Item 11: Installation/Area Primary Mission N = 27.

Depot	Arsenal	Tng/Sch	Hqs.	Composite	Other
1	0	14	8	3	1

TABLE 5.--Item 12: MP Force Size.

N = 27	Total Military	MOS 95B/95C ^a	Civilian Employees
Total	6,101 ^c	4,950	170
High	1,157	830	75
Low	2 ^b	2 ^b	0
Average	226	183	6

^a95B = Military Policeman; 95C = Correctional Specialist

^bSupervise civilian guard force.

^cMP Officers are not distinguished within totals.

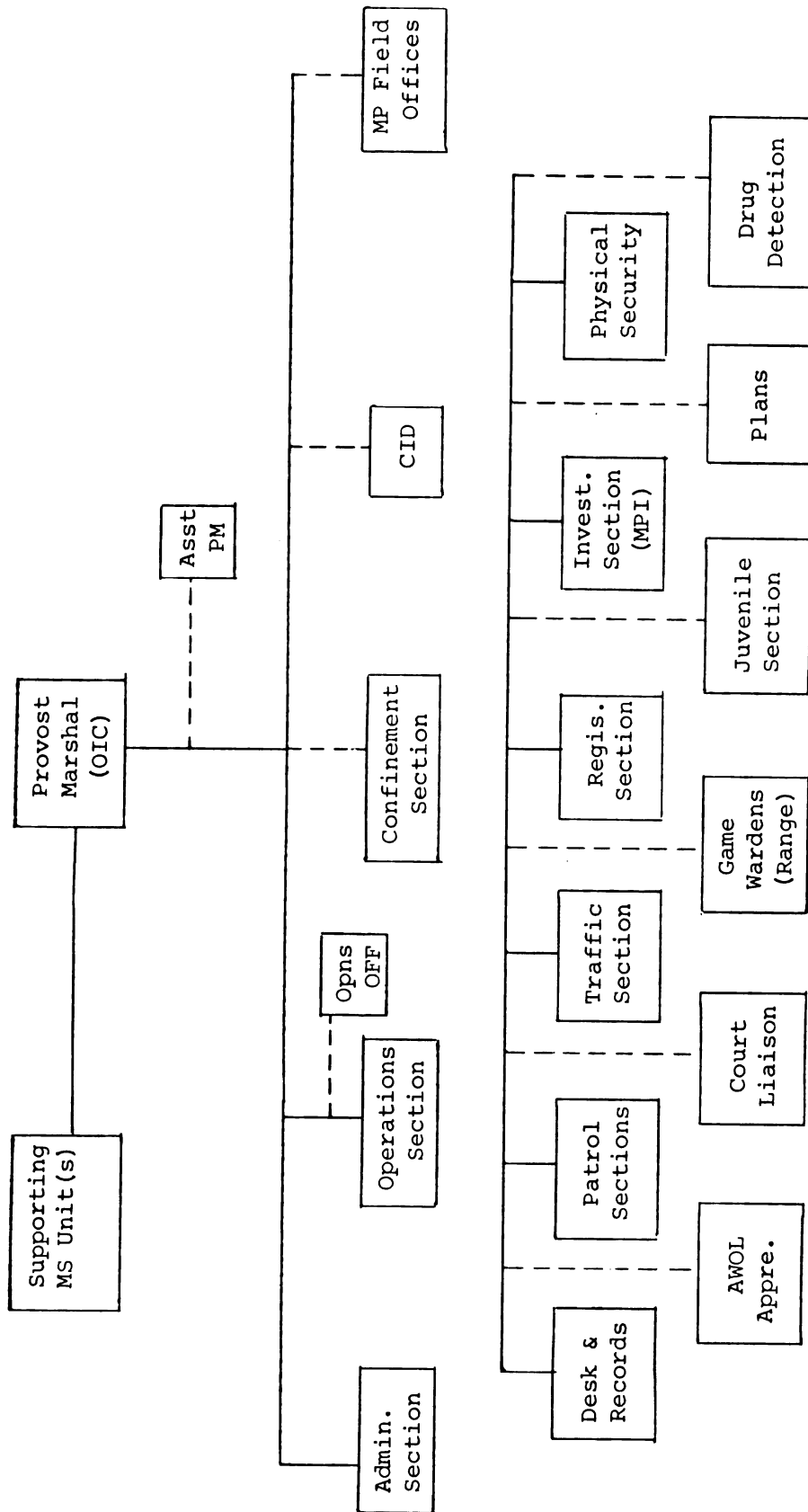
Item 13:--Organizational Chart: (Please provide a brief, descriptive "wire and block" diagram depicting YOUR PMO/MP Station organization. Identify individual sections, i.e., Admin, Tfc, Ptrl, Gate, Registration, Stockade, etc. Indicate the grade/rank of the senior OFF/NCO supervisor for each section depicted.)

Twelve respondents provided input for this item. A composite of the information provided was used to construct the diagram in Figure 1. It displays for the reader's information a type-PM/MP Station organization. Individual sections that were reported as common to each of the organizations are connected using solid lines; while miscellaneous sections that were not typical of all organizations are connected with broken lines. There was too great a variance reported in the rank of the senior supervisor in each section to permit either a manageable or meaningful display of this aspect.

Background Information

The input for this second segment was limited to the thirty-one operating PMs who responded from the United States and Europe. Considering the general paucity of information found in the review of military literature, this background material provides a vital and practical supplement to what is known regarding the current practice of MPCR.

In order to facilitate compilation of the raw data, a matrix was utilized to record all responses. In addition to analyzing and evaluating the total responses to each item, it was also feasible to distinguish the input in terms of age, experience, commissioned service and other less tangible respondent variables. While such an arbitrary discrimination revealed some variation in the response to certain items, the size of these internal



Legend:

———— = Common Sections

----- = Non-typical Sections

Figure 1.--Item 13: A type-PM/MP station organization.

samples was insufficient to render the difference, though interesting, either significant or valid.

The reliability of this information is considered to be quite high. This is indicated by the fact that there were no data omissions and from the number of written comments added.

Part III: Military Police Community Relations

Item 14:--In your own words, what is your definition of Military Police Community Relations (MPCR)?

No suggestion was made to the respondents to distinguish between internal and external police-community relations. Generally, the comments indicate most respondents refer to their efforts directed at both the internal military and external civilian communities. Unfortunately, there is no reliable way to measure the actual emphasis the respective PMs give operationally to one community or the other. It was hoped that their response to the remaining items in this segment would help to evaluate the actual direction of their MPCR activities.²

Item 15:--(a) Do you have what you consider or would identify as an organized Military Police Community Relations program (at your installation/in your area of responsibility)?

²Questionnaire Comments 6-13, Appendix B to this study.

(b) If YES to (a), is your Program directed at:

- (1) the external civilian community?
- (2) the internal military community?
- (3) Both?

(c) If YES to (a), is your Program directed at:

- (1) Improving relations with local police agencies?
- (2) Improving relations with the military community?
- (3) Improving relations with local news media?
- (4) Improving relations with local merchants, etc.?
- (5) Other_____?

Only fourteen (43%) of the thirty-one respondents indicated that they identified their MPCR activities as an organized effort. Of those who did, twelve (86%) stated that their efforts were directed at both the military and civilian communities. When asked to discriminate the specific direction of their programs, their reaction was mixed. Thirteen (93%) of the fourteen respondents reported that their MPCR efforts were directed at "improving relations with local police agencies;" while all (100%) said their efforts were directed at "improving relations with the military community" as well. Seven (50%) individuals reported that their MPCR efforts were directed at "improving relations with the local news media," referring to contacts with the various civilian media components. Normally, official military-civilian news media interaction is a recurring function of the installation/area Information Office, while PM/MP contact is generally informal. Nine

(64%) of the fourteen respondents reported that their MPCR activities were also directed at "improving relations with local merchants, etc." This may be attributed to those respondents representing installations/areas where off-post patrol activity is considerable, particularly in those areas where civilian business establishments are heavily frequented by off-duty military personnel. Aside from the above discrimination as to the direction of identifiable MPCR programs, it is considered highly significant that seventeen (57%) of the thirty-one respondents do not acknowledge any formal program whatsoever.

Item 16:--Are any personnel of your MP Force employed fulltime in MPCR capacity? If YES, please identify the personnel by rank and position and briefly explain their function(s).

Only five (17%) of the thirty-one respondents stated they did employ fulltime personnel, and generally identified them as working in a civilian police and/or court liaison capacity; including one MP whose sole function was to speak before military community school classes, parent groups, military units, and the like. The strong negative response is, however, potentially misleading. With but one exception, fulltime personnel are not authorized for community or public relations purposes in MP organizations. If the PM desires to assign personnel to such activity on a fulltime basis, they must be drawn from assets officially authorized for other positions; thus

weighing his operational priorities against available personnel assets. Even if a formal MPCR program ranked high among these priorities, he would most probably have to rely on part-time personnel.

Item 17:--Are any personnel of your MP Force employed in a MPCR capacity as an additional duty? If YES, please identify the personnel by rank and position and briefly explain their function(s).

Fourteen (45%) of the thirty-one respondents said yes. Like the previous item, the brief comments indicated that the common functions for these part-time personnel included local police agency and court liaison; though two respondents were emphatic that all of their personnel contributed to the MPCR effort on a "part-time" basis.

Item 18:--Are there any MTOE/TDA spaces in your MP Force organization authorizing Public Relations personnel? If YES, identify them please.

All thirty-one respondents said no; which was anticipated. The only authorization for fulltime personnel is found in the Army's 19-500-series Tables of Organization and Equipment.³ One officer and two non-commissioned officers are identified as a Police Public Relations team; capable of providing the training of, and advisory assistance to, indigenous military police and paramilitary

³U. S. Army Table of Organization and Equipment 19-500G, Headquarters, Department of the Army, Washington, D. C., p. 19.

police forces and other appropriate police agencies in police public relations subjects. This is primarily an "assistance" unit which apparently has been little used, if at all, as an augmentation to a PM organization for the community relations purposes addressed in this study.

Item 19:--(a) Is there a Community/Public Relations Council (or an equivalent) actively functioning (on your installation/in your area of responsibility)?

(b) If YES to (a), are you a member?

(c) If YES to (a), please identify membership by position. (A total of 12 spaces were provided)

(d) If YES to (a), is the Council's primary function to:

(1) Improve relations between the military and civilian communities?

(2) Improve relations within the military community?

(3) Other _____?

As noted in the review of the literature, such councils or committees on installations in the United States and in the overseas military communities, may be organized to meet general military and/or civilian community needs, or to address specific local needs or problems. Nineteen (61%) of the thirty-one respondents reported that such a council or committee functioned within their respective jurisdictions; while fourteen (74%) of these nineteen respondents stated they were members. Seven respondents provided a list of council members; however, the limited

response and the wide variety of personnel identified was not conducive to establishing any consistent pattern of membership. Thirteen (68%) of the nineteen respondents stated that the primary function of their respective council was to "improve relations between the military and civilian communities," while the remainder were divided equally between the second and third options. The strong council-orientation toward military-civilian community interaction is potentially significant if a local PM desires to use his council position as a vehicle to expand and improve MP Force relationships with, and to address matters of importance to, the military community. Even more significant is that twelve (39%) of the thirty-one respondents report that community relations councils do not even exist on their respective installations or in their areas.

Item 20:--(a) Do the military personnel of your MP Force receive any formal Community/Public Relations instruction?

(b) If YES to (a), is the instruction aimed primarily at:

- (1) Improving military-civilian community relations?
- (2) Improving MP Force-military community relations?
- (3) Both?

Eighteen (58%) of the thirty-one respondents reported that some formal training was provided. Seven (38%) of these eighteen respondents said the instruction

was primarily directed at "improving military-civilian community relations," while another seven (38%) chose the second option; and four (22%) indicated that the instruction was directed at achieving both objectives. Although the discrimination sample may be too small to be significantly valid, the response does reflect an "instructional" orientation toward relations with the military community. Recalling from the literature review the fact that very little formal or integrated instruction in PCR-related subjects is offered in either Military Police Advanced Individual Training or in the Curriculum of the USA MP School, it must be assumed that the content of the in-service MPCR instruction is left to the design of the individual PM and/or unit commander.

Item 21:--(a) Do the military personnel of your MP Force receive any instruction in:

- (1) Applied psychology (human relations)?
- (2) Crisis intervention (conflict management)?
- (3) Group (mob) psychology?
- (4) Minority group-police relations?
- (5) Complaint procedures?
- (6) Sensitivity or "T-group" training?

(b) If YES to (a), are professional personnel from outside the MP Force utilized to present any of the instruction?

Only nine (29%) of the respondents reported that their personnel received instruction in applied psychology, and just ten (32%) respondents reported MP exposure to crisis intervention instruction (Table 6). The presumed difficulty in providing such "educational" material is probably due largely to a lack of qualified instructor personnel within most MP units, which would require a heavier reliance on outside professional assistance; provided, of course, the PM and/or MP unit commander value such instruction. It is to be recalled also that neither subject is formally addressed in either the MPAIT or MP School curriculums.

The affirmative response from nineteen (61%) respondents regarding group psychology instruction, and from twenty-three (74%) respondents regarding minority group-police relations is consistent with the emphasis both subjects have received throughout the Army in recent years; with both formal school and in-service instruction provided.

Only sixteen (52%) of the respondents indicated that their personnel received complaint procedures instruction, indicating a situation that has significantly adverse MPCR implications. While beyond the scope of this study to determine, it would be interesting to learn if the lack of such instruction is in any way indicative of the near or complete absence of specifically defined complaint procedures in the same organizations.

TABLE 6.--Item 21a: In-Service MPCR Instruction.

N = 31	Option	Yes	Per Cent
(1)	Applied psychology	9	29
(2)	Crisis intervention	10	32
(3)	Group psychology	19	61
(4)	Minority group-police relations	23	74
(5)	Complaint procedures	16	52
(6)	Sensitivity training	6	19

The largely negative response to the topic of "sensitivity" training was expected, and only six (19%) respondents stated that this instruction (in some form) was offered. It was noted that five of the respondents who responded negatively stated they were unfamiliar with this instructional concept and its techniques. Whether or not increased awareness would enlarge the amount of instruction offered is speculation beyond the reach of this study.

Only eight (26%) of the respondents reported that they employed instructor personnel from outside the MP Force for any (or all) of the instructional areas mentioned. While there may be general satisfaction among the respondents with the quality of unit instructor expertise, the author suggests that if more instruction of the human relations variety were provided, the report of reliance on

non-unit professional instructor personnel would have been much higher.

Item 22:--Do the civilian employees of your MP Force receive any Community/Public Relations instruction? If NO, why not?

Only three (10%) of the respondents reported they provided such instruction. While another three respondents stated they had no civilian employees, the remainder indicated that no instruction was provided because the civilian employees performed clerical or administrative duties and therefore were "not in contact with the public," or "do not participate in any public relations positions."⁴ It is difficult to accept that civilian employees, to include "local national" employees in foreign countries, who prepare MP reports, compile the statistics related thereto, or perform liaison, interpreter and registration functions, etc., are not in frequent and direct contact with the military community. These employees do "answer the telephone!" As such, the attitude, efficiency, and demeanor of these employees in their public contacts would be as important to the MPCR program as the actions of the majority of the MP Force service personnel.

Item 23:--Do you conduct regular orientation tours of your PM/MP facilities and activities for:

⁴Questionnaire Comments 4-17, Appendix B to this study.

- a. Commanders and other key officer personnel?
- b. Key senior NCOs?
- c. Military dependents?
- d. Key DOD civilian employees?
- e. Key local civilian dignitaries?
- f. Other_____?

This item pertains to but one aspect of an MP public relations effort. From the data reflected in Table 7, it might be surmised that the principal emphasis for such tours is given to key officer personnel and to local civilian dignitaries; with the least consideration given to DOD civilians. A more favorable response to the other options might have been received if the word "regular" had been omitted. However, the word was deliberately inserted to measure the intensity and consistency of this public relations technique.⁵

TABLE 7.--Item 23: PM/MP Orientation Tours.

N = 31	Options	Yes	Per Cent
a.	Commanders/key officers	21	68
b.	Key senior NCOs	11	35
c.	Military dependents	12	39
d.	Key DOD civilians	3	10
e.	Key local civilian dignitaries	17	55

⁵Questionnaire Comments 18,19, Appendix B to this study.

Item 24:--Do you provide a PM/MP orientation as part of a general military community orientation to all newly arrived military personnel and dependents (at your installation/in your area of responsibility)?

This item refers to the mass orientations that are command-sponsored and installation- or area-wide; another frequently employed public relations technique. Their purpose is to provide a composite briefing for all newly arrived personnel. Only fourteen (45%) respondents reported PM/MP participation in these orientation programs. Once again, though deliberately inserted to measure the intensity of MP involvement, omissions of the word "all" in this item might have resulted in a more favorable response.

Item 25:--Of the following communications media, which: (a) are available for your use; and (b) are employed by you in MPCR program or effort?

a. Radio?	a. _____	b. _____
b. Television	_____	_____
c. Command Bulletins?	_____	_____
d. Community Service Bulletins?	_____	_____
e. PM Newsletter?	_____	_____
f. Other _____?	_____	_____

This item looks at yet another aspect of public relations. As shown in Table 8, 81 per cent and 77 per cent of the respondents make extensive use of Command and

TABLE 8.--Item 25: Communications Media.

N = 31 Options		Yes	Per Cent
a.	Radio	13	42
b.	Television	7	23
c.	Command Bulletins	25	81
d.	Community Service Bulletins	24	77
e.	PM Newsletter	10	32
f.	Other	13*	NA

*Eleven recommended post newspapers.

Community Service Bulletins, respectively; while 42 per cent include the radio as well (the American Forces Network extensively in Europe). Of the thirteen respondents who listed an additional option, eleven reported the use of installation/area newspapers, thus making this media significant in a public relations capacity. No distinction was necessary in the data display regarding availability of a given medium versus its utilization, as the respondents matched the criteria completely.

Item 26:.--In support of your MPCR program or effort, do you encourage your MP Force personnel to actively participate in:

- a. Community Service organizations/activities?
- b. Youth/teen organizations/activities?
- c. PTA and/or other school organizations/activities?
- d. Service Club activities?
- e. Other_____?

The data in Table 9 reflects a strong inclination on the part of the PMS to encourage MP Force participation in these activities. One respondent commented on what the author's personal experience has indicated to be the most common thrust of the "encouragement" effort; that participation is encouraged primarily for the mutual benefit of the particular organization and the individual (MP) concerned; and that participation is voluntary rather than as part of a deliberate "you must" program. It should be noted that most such involvement is during the individual MP's off-duty time, which is a most precious commodity at times.

TABLE 9.--Item 26: MP Community Involvement.

N = 31 Options		Yes	Per Cent
a.	Community Service activities	20	68
b.	Youth/teen activities	23	74
c.	PTA and other school activities	21	71
d.	Service Club activities	14	45
e.	Other (No response)		

Item 27:--Complaints against my MP Force personnel/ operations may be registered with: (Respond to each; if more than one is YES, also circle the most frequent.)

- a. PM/OIC?
- b. Operations Officer?
- c. MPCR OFF/NCO?
- d. Operations NCO?
- e. MP Desk Sergeant?
- f. Installation/Area Inspector General?
- g. Other _____

The data in Table 10 reflects that there is little attempt made to channel complaints to any particular individual or office. If this is the case, it is all the more important that all MP Force personnel be familiar with the complaint procedures; and that for the sake of efficiency, a standard policy and procedure be established. The report that 39 per cent of the respondents utilize a MPCR OFF/NCO to receive complaints substantiates the earlier indication that 45 per cent of the respondents have personnel working in that capacity on a part-time basis.

The fact that 71 per cent of the respondents indicated that the Inspector General receives complaints against the MP Force reflects the degree to which his Office is becoming increasingly involved. Based on several brief comments, this involvement appears to be the result of a deliberate effort by a number of PMs to

TABLE 10.--Item 27: The Filing of Complaints Against MPs.

N = 31 Options		Yes	Per Cent
a.	PM/OIC	29*	94
b.	Operations Officer	26	84
c.	MPCR OFF/NCO	12	39
d.	Operations NCO	22	71
e.	MP Desk Sergeant	24	77
f.	Installation Inspector General	22	71
g.	Other (Command appointment or CID)	4	NA

*Most frequent.

enlist an independent arbiter, and thus avoid many of the common pitfalls of internal "control."

Item 28:--Complaint investigations are directed by: (Respond to each; if more than one is YES, also circle the most frequently employed).

- a. PM/OIC?
- b. Operations Officer?
- c. MPCR OFF/NCO?
- d. Operations NCO?
- e. MP Desk Sergeant?
- f. Installation/Area Inspector General?
- g. Other _____?

From the data offered in Table 11, it is obvious that the PM is the guiding force where complaint investigations are concerned, and that he seldom delegates this responsibility. The fact that the MPCR OFF/NCO is completely neglected in this decision-making process reinforces the conjecture that the individuals in this category work almost entirely in an "assistance" capacity.

The near-even split regarding the Inspector General directing complaint investigations is explicable when it is understood that his Office may opt not to undertake or direct investigations of all complaints referred to it by the PM. It must be noted that the PM can advise and recommend to the Inspector General, but can in no way directly determine whether or not an investigation is to be conducted once it has been referred.

TABLE 11.--Item 28: Directing the Investigation.

N = 31 Options		Yes	Per Cent
a.	PM/OIC?	25*	81
b.	Operations Officer?	12	39
c.	MPCR OFF/NCO?	0	0
d.	Operations NCO?	5	16
e.	MP Desk Sergeant?	1	3
f.	Installation Inspector General?	15	48
g.	Other (Command appointments)?	3	NA

*Most frequent.

Item 29:--Complaints are investigated by:

(Respond to each; if more than one is YES, also circle the most frequently employed).

- a. PM/OIC?
- b. Operations Officer?
- c. MPCR OFF/NCO?
- d. Operations NCO?
- e. Installation/Area Inspector General?
- f. Other _____?

The data in Table 12 indicates that the PM and the Operations Officer bear the brunt of the investigative responsibility; though not all PM Offices have more than one officer assigned (particularly in Europe). The extensive involvement of the PM is disconcerting. It would seem that with very few exceptions, the nature of his position as an administrator, with exceptional demands on his time, would dictate that he be absolved of investigative responsibility to the maximum. There is also the matter of potential conflict of interest, as the PM may also be assigned as a unit commander.

Item 30:--Complaint investigations are normally
completed within _____ from the time directed.
(Please express in hours or days.)

The speed (consistent with thoroughness) with which complaints are investigated may often be as important as the outcome itself. Complaints that are sustained require that the appropriate corrective action, if required,

TABLE 12.--Item 29: Conduct of the Investigation.

N = 31 Options		Yes	Per Cent
a.	PM/OIC?	19	63
b.	Operations Officer?	22*	71
c.	MPCR OFF/NCO?	0	0
d.	Operations NCO?	8	26
e.	Installation Inspector General?	18	58
f.	Other (Command appointments)?	10	NA

*Most frequent

be taken without delay; thus insuring the credibility of the system. Response to this item ranged from a high of fourteen days, to a low of one day. While the mode was four days, the mean or average number of days was five (4.8). Five working days for the appointing authority to receive the results of an investigation seems reasonable enough, though every PM recognizes that some flexibility must be retained for contingencies.

Item 31:--(a) Is it your policy that complainants always be advised of the results of the investigations conducted?

(b) If YES to (a), how are complainants advised of the results?

- (1) PM/OIC personally?
- (2) Operations Officer?
- (3) MPCR OFF/NCO?
- (4) Operations NCO?
- (5) Installation/Area Inspector General?
- (6) Letter? (From: _____).
- (7) Other _____?

Asked first regarding their policy, nineteen (61%) respondents reported they had such a policy. The data which distinguishes the manner in which complainants are advised (regardless of policy) is displayed in Table 13. Once more the PM's role is significant, but at this time, properly so. The response seems to indicate that the overwhelming majority consider it essential that the complainant be advised of the results of the investigation.

TABLE 13.--Item 31b: Feedback to the Complainant.

N - 31 Options		Yes	Per Cent
(1)	PM/OIC personally	17	89
(2)	Operations Officer	8	42
(3)	MPCR OFF/NCO	0	0
(4)	Operations Officer	2	10
(5)	Installation Inspector General	10	53
(6)	Letter (From: PM)	14	74

PM Reaction to the MPCR Criterion

This final segment displays and discusses the data of the forty-two respondents pertaining to the select police and community relations criteria addressed in the review of the literature and considered briefly in the previous segment of this Chapter. While the data in the previous segment is basically an account of current MPCR procedure and practice, the data which follows is considered more a combined reflection of attitude and opinion.

In order to facilitate compilation of the raw data, a matrix was again utilized to record all responses. Five categories of Likert-type response were recorded: "Agree very much," "Agree," "No opinion," "Disagree," and "Disagree very much." As the data is deemed statistically untestable, the significance of the response to each item is weighed solely in terms of the arithmetic mean, except for several items which are open-ended and reported in terms of percentages.

An effort was made, however, to distinguish the data in terms of several potential variables. The first was to isolate the input of those personnel identified earlier as former PMs from that of the individuals currently serving as PMs. It was felt that if any significant difference was noticed in the mean responses of the two groups, it might be attributed to a change in perspective, i.e., one group views a given issue or situation in terms of the

"here and now," while the other group may consider the same issue from the vantage point of hindsight.

The forty-two respondents were also distinguished as to years of commissioned MP service. Rather than being arbitrary, the separation was made in accordance with the Army's career planning pattern, which identifies four periods of officer professional development: the basic military development period (0 - 8 years); the intermediate professional development period (9 - 15 years); the advanced contribution and development period (16 - 23 years); and the major professional contribution period (24 - 30 years).⁶ As the officer progresses through these periods, his military and civilian schooling is continually being advanced, the range of his assignments is widened and deepened, and most important of all, his experience is correspondingly broadened. This progression for the MP officer would represent an increasing exposure to a variety of PM and PM-related assignments. The author felt that the difference in experience might be reflected in the nature of their data response.

Finally, the author distinguished the respondents in terms of actual PM or PM-related experience. Somewhat arbitrarily, the personnel with less than four years, and then two years, of such experience, were separated from the remainder of the respondents.

All of the above suggests seven potentially different categories of response. The mean response for each group

⁶Army Pamphlet 600-3, Career Planning for Army Commissioned Officers (Washington, D.C.: Headquarters, Department of the Army, 1970), pp. 7-36--7-42.

was segregated and compared, item-by-item. With but a few unrelated exceptions, there was no significant difference noted in the mean response of former PMs (N=11) from those who are now PMs (N=31). Even had apparently significant differences been noted, the sample size and numerical imbalance would render the findings invalid. Among the groups separated as to years of commissioned MP service, a few potentially significant differences were noted for those personnel with less than fifteen years of service (N=24) from those with more service (N=18). Once again, the small sample sizes mitigates validity. The same limitation of sample validity exists when comparing the groups with less than four years of PM experience (N=21) with those with more such experience (N=21); and those with less than two years of PM experience (N=11) against those with more (N=31). The differences noted in mean response for these groups were few in number and generally unrelated.

Despite the considerable effort expended in distinguishing the response data, the author believes that the only consistently meaningful display for this segment is that of the combined mean response (N=42). All share one characteristic, i.e., they have PM and PM-related experience despite the obvious differences in depth and variety. For the information of the reader, however, the following discussion of the individual data items will occasionally cite the mean response of one or more of the

separate respondent groupings where such information is considered worthy of note.

Part IV: MPCR Attitude and Philosophy

Item 32::--An MP Force can more effectively accomplish its overall mission if the military community it serves has a positive and confident attitude toward it (the Force).

The mean response of 4.81 shown in Table 14 indicates there is no disagreement on the part of the respondents. While not suggesting that the missions cannot be otherwise accomplished, the item reinforces the fact that the major functional missions, particularly that of crime prevention, can be more effectively accomplished with strong community awareness and support.

Item 33::--The attitude held by an MP Force toward the military community it serves will affect the quality of its performance.

This is the reverse approach to the previous item, with nearly the same results indicated by the mean response of 4.81 shown in Table 14. Built into the response is an assumption that MP Force attitude can and will impact significantly on duty performance. Hopefully, we can interpret the respondent reaction to this and the previous item as giving full recognition to the importance of sound military police-military community interaction.

TABLE 14.--MPCR Attitude and Philosophy.

N = 42	Agree		No	Disagree		
	Very Much		Opinion	Very Much		
Item	5	4	3	2	1	Mean
32.	34	8	0	0	0	4.81
33.	35	6	1	0	0	4.81
34.	27	13	2	0	0	4.60
35.	22	19	1	0	0	4.50
36.	29	12	1	0	0	4.66
37.	24	15	3	0	0	4.36
38.	0	2	3	18	19	1.71
39.	27	9	1	3	2	4.33

Item 34:--It is essential that a local MPCR program emphasize and support positive interaction between the entire MP Force and the military community.

The key to this item is the word "entire," thus giving emphasis to a need for the positive total involvement of every service and civilian member of the MP Force in a MPCR effort. The response of 4.60 in Table 14 is supportive of working toward such involvement and interaction.

Item 35:--An effective MPCR program will facilitate accomplishment of the overall MP Force mission within the military community.

The response of 4.50 in Table 14 serves to reinforce the attitude already expressed by the respondents as to the importance and impact of an effective MPCR program on mission accomplishment.

Item 36:--The attitude of the (Installation Commander/Area Community Leader) toward the MP Force will greatly influence a local MPCR program.

Every PM must be cognizant of the potential and actual influence of the local installation commander or community leader's attitude as it relates to the success of any MPCR program. While the PM-command relationship may well vary somewhat in accordance with the local command and staff posture, the major commander's influence on every aspect of the MP mission is felt. Embodied in him is the authority and capacity for channeling the various personnel and material resources and energies for the general good of the military community. The relationship of the PM to the commander may thus largely determine how the resources and activities of the local MP Force will be distributed and utilized in support of the community. Conversely, a lack of understanding and positive support of the MP Force by the commander can result in a negative dissipation of MP resources and effort. The response of 4.66 shown in Table 14 indicates strong support for the concept of sound PM-command relationships.

Item 37:--Each service member and civilian employee of the MP Force must be aware of, and share, his/her responsibility for the success of a local MPCR program.

This item gives additional emphasis to the matter of total MP Force involvement in a local MPCR program. It alludes to the fundamental question of whether responsibility for the success (or failure) of a MPCR effort should rest in the hands of a few, or be the result of an integrated effort of the whole, military and civilian alike. The response of 4.36 in Table 14 reflects strong support for total MP Force involvement. It is interesting to note the apparent contradiction between the positive response to this item and the inference that may be drawn from the reaction to Item 22, which related to providing MPCR instruction for civilian members of the MP Force. In that earlier item, 90 per cent of the respondents indicated no such instruction was provided, with the comments generally rejecting a need for such instruction.

Item 38:--An effective MPCR program can be implemented only when fulltime MP Force personnel are designated and utilized for that sole purpose within the PM/Station operation.

Stated another way, this item asks if a successful MPCR program requires the establishment of a fulltime PCR unit within local PM organizations. The response of 1.71 shown in Table 14 is emphatically negative, with but two individuals supporting the proposition, and three with-

holding an opinion. It was noted earlier in Item 16 that none of the PMs employed personnel in a fulltime capacity, while nearly 50 per cent reported in Item 17 that they did employ such personnel on a part-time basis.⁷

Item 39:--The key individual in any local MPCR program is the PM/OIC. (If you disagree, indicate your choice.)

This item addresses the issue of leadership and direction for a MPCR program. The response of 4.33 in Table 14 gives strong support for the provost marshal as the prime mover. Only the respondents with less than fifteen years (N = 24) of commissioned MP service deviated significantly from the norm, with a slightly less supportive mean response of 3.87.

Item 40:--Responsibility for directing an MPCR program should be delegated by the PM/OIC to the:
(Choose one)

- | | | | |
|-------------------|-------|----------------------------|-------|
| a. Asst PM/OIC | _____ | d. Operations NCO | _____ |
| b. Operations Off | _____ | e. Other | _____ |
| c. MPCR OFF/NCO | _____ | f. Should not be delegated | _____ |

Since earlier opinion favors the PM as the key individual in a MPCR program, should he personally direct the effort as well, or is that responsibility to be delegated to a subordinate? As shown in Table 15, 72 per cent of the

⁷Questionnaire Comment 21, Appendix B to this study.

TABLE 15.--Item 40: MPCR Program Responsibility.

N = 42 Options		Yes	Per Cent
a.	Assistant PM/OIC	9	21
b.	Operations Officer	3	7
c.	MPCR Officer/NCO	0	0
d.	Operations NCO	0	0
e.	Other	0	0
f.	Should not be delegated	30	72

respondents hold that the responsibility should not be delegated; with the remainder opting for delegation to either the Assistant PM or the Operations Officer. It was interesting to note that each of the respondents who recommended delegation of the responsibility had at least one additional officer assigned to his respective organization.⁸

Item 41:--The Community/Public Relations "lessons learned" by civilian police agencies have validity in the development of an effective Corps-wide MPCR program directed toward the military community.

Only this item addresses the matter of correlating civilian police experience in community relations activity with that of the military police. As seen by the response of 4.26 in Table 16, there are but four exceptions to a maximum favorable response. One can properly infer strong recognition of a Corps-wide need to critically analyze

⁸ Questionnaire Comment 22, Appendix B to this study.

TABLE 16.--MPCR Attitude and Philosophy.

Item	Agree Very Much		No Opinion	Disagree Very Much		Mean
	5	4	3	2	1	
41.	15	23	4	0	0	4.26
42.	15	21	1	3	2	4.05
43.	3	3	10	13	13	2.29

civilian police community relations experience in every respect.

Item 42: .--The principles and guidelines prescribed and recommended in a Corps-wide MPCR program directed at the military community should be applicable to every (installation/area, subject to necessary local adaptation and adjustment.

The response of 4.05 in Table 16 reflects general agreement with the proposition that broad MPCR principles and guidelines should be appropriate for Corps-wide implementation, but with sufficient flexibility to permit "tailoring" to suit local circumstance. Respondents with less than two years of PM experience (N=11) were somewhat more emphatic in their support, with a mean response of 4.55. Perhaps the least experienced feel a greater "need."

Item 43:--There is ample guidance to local PMs/OICs in DA/MPC doctrinal and operational publications regarding MPCR efforts directed internally at the military community.

The response of 2.29 in Table 16 indicates strong dissatisfaction with the present level of MPCR guidance pertinent to the internal military community. With a response of 1.91, personnel with under two years of PM experience seem to indicate they feel a greater need for additional guidance. The significant lack of Army and MPC material was already made obvious in the review of the literature.

It is suggested that the ten respondents who failed to offer an opinion were reluctant to take a stand on a matter directly related to Corps policy, despite the assured anonymity.

Part V: Military Police Functional Roles and MPCR

Item 44:--An effective MPCR program will significantly improve the quality of the law enforcement functions of an MP Force.

The discussion in the review of the literature pointed out that no major aspect of police work depends more heavily on the human relations skills of the individual policeman than does law enforcement. The application of the principles of "people relations" may not basically alter the need for the officer to take the appropriate action in

a given situation, but it can significantly affect the ease with which the act of enforcement is accomplished, and thus the degree of respect engendered for the individual officer and the agency he represents. The response of 4.22 in Table 17 reflects basic agreement.

TABLE 17.--MP Functional Roles and MPCR.

N = 42	Agree Very Much		No Opinion	Disagree Very Much		Mean
	5	4	3	2	1	
Item	5	4	3	2	1	Mean
44.	17	15	4	6	0	4.02
45.	19	17	3	3	0	4.24
46.	15	18	4	5	0	4.02
47.	18	12	1	7	4	3.79
48.	14	13	4	8	3	3.66

Item 45:--An effective MPCR program will significantly improve the quality of the crime prevention functions of an MP Force.

The mean response of 4.24 in Table 17 reflects greater certainty as to the relationship between crime prevention efforts and MPCR than was given to law enforcement. Perhaps such a relationship is felt to be more

compatible due to what is perceived as less official and abrasive contacts between police and the community.

Item 46:.--An effective MPCR program will significantly improve the quality of the service functions of an MP Force.

Despite the wide difference of opinion among police authorities as to the value of the police "service" role, the response of 4.02 in Table 17 indicates strong support for a direct relationship between service activities and a MPCR program. The respondents with less than four years of PM experience (N=21) tended to be less sure of the direct relationship, and registered a 3.76 mean response.

Item 47:.--MP Force "visibility" is highest when it is engaged in its service functions within the military community.

The response of 3.79 in Table 17 indicates a reaction of general agreement with this proposition, though the reaction is mixed. Those with less than fifteen years of commissioned MP service (N=24) provided most of the negative reaction, and offered a mean response of 3.38.

Item 48:.--Supervision is the key to positive service function execution by an MP Force. (If you disagree, indicate your choice.)

As in the previous item, reaction was generally favorable, but mixed; with a response of 3.66 shown in Table 17. The personnel with less than four (N=21) and

two years (N=11) of PM experience, were the least certain, showing a mean response of 3.38 and 3.36, respectively, to this item.

Item 49:--In your opinion, what is the order of importance of the factors most affecting positive service function performance?

- a. Appearance _____ d. Execution _____
 b. Supervision _____ e. Other _____
 c. Attitude _____

As seen in Table 18, the majority of the respondents felt that attitude was the single most important factor, followed by supervision, appearance, and execution, in that order. It has been noted from personal experience that the quality of execution is, in turn, most directly affected by the quality of the remaining items listed above.

TABLE 18.--Item 49: Factors of Positive Service Performance.

Factors		Rank			
		1	2	3	4
a.	Appearance	2	9	20	11
b.	Supervision	7	17	9	6
c.	Attitude	26	9	4	3
d.	Execution	6	6	11	19
e.	Other	0	0	0	0

Item 50:--The Corps and local PMs/OICs should strive to:

- a. Reduce MP Force service functions.
- b. Eliminate MP Force service functions.

The response of 3.09 in Table 19 indicates uncertainty on the part of the respondents regarding the reduction of MP service functions. Those respondents with less than two years of PM experience (N=11) were most in favor of reduction, with a response of 3.91. Perhaps they feel that the often less glamorous service functions tend to divert resources, time, and energy from the more "stimulating" law enforcement and crime prevention efforts.

The response of 2.60 in Table 19 indicates that the call for elimination of service functions is less strong than it is for reduction. As in the previous matter, those individuals with less than two years of PM experience (N=11) were most inclined to favor elimination, showing a mean response of 3.45.

TABLE 19.--Item 50: MP Service Functions.

N = 42	Agree		No Opinion	Disagree		
	Very Much			Very Much		
Option	5	4	3	2	1	Mean
a. Reduce	10	10	4	10	8	3.09
b. Eliminate	7	6	7	7	15	2.60

Generally, the reaction to both suggestions regarding service functions is one of uncertainty, though there is more support for reduction than for elimination. Perhaps the most realistic view of this issue, considering the reality of the police service role, is expressed in the following comment:

Those which serve a real purpose should be maintained and done well--by definition they are useful. Those which are not should be eliminated. The hang-up over "real police work" is meaningless.⁹

Item 51:--Prompt and effective recognition by the PM/OIC for "a job well done" will positively reinforce service function execution by personnel of the MP Force.

Little disagreement was expected with this suggestion and a near-unanimous response of 4.55 is shown in Table 20.

TABLE 20.--MP Functional Roles and MPCR.

N = 42	Agree		No Opinion	Disagree		
	Very Much			Very Much		
Item	5	4	3	2	1	Mean
51.	25	16	0	1	0	4.55
52.	10	14	2	10	6	3.29
53.	7	12	4	6	13	2.86
54.	5	8	3	7	19	2.36

⁹ Questionnaire Comment 23, Appendix B to this study.

Item 52:--The PM/OIC should establish a "reward" system for "a job well done" by personnel of the MP Force as the best incentive for continued positive service function execution. (If you disagree, indicate your choice.)

The inference in this item is that some form of a "reward" or incentive system might generate a more positive attitude in MP Force personnel and thus encourage a more consistent performance of the police service functions. The issue raised is whether effective performance should be artificially stimulated, or to rely on the effectiveness of training, supervision, etc., to develop and achieve the best possible attitude and quality of execution. The response of 3.29 in Table 20 offers a mixed reaction with but a slight tendency to support the proposition. The least support came from personnel with less than two years of PM experience (N=11) with a mean response of 2.91.¹⁰

Item 53:--The present uniform and equipment of the "Class A" MP duty uniform supports a positive MPCR image. (If you disagree, why not?)

The response of 2.86 shown in Table 20 indicates a mixed reaction, with as many for the proposition as there are against it. However, the comments provided by

¹⁰Questionnaire Comments 24-27, Appendix B to this study.

the respondents reflect general dissatisfaction with the present uniform.¹¹

Item 54:.--The MPCR image would be enhanced in certain situations if civilian dress (standard blazer and slacks) were worn by MP Force personnel (excluding CID and MPI requirements). (If you agree, under what circumstances?)

The response of 2.36 in Table 20 was mixed to generally unfavorable. The only sizeable deviation from the norm was provided by the former PMs (N=11), who offered a mean response of 2.73; with five individuals for the proposition, and six against it.¹²

Part VI: MPCR Education and Training

Item 55:.--Military Police Advanced Individual Training (MPAIT) provides sufficient MPCR-related instruction.

This item refers specifically to the sufficiency of formal MPAIT instruction with regard to MPCR material. The response of 2.19 in Table 21 indicates strong respondent dissatisfaction with the supportive nature of the available instruction in terms of MPCR. A number of the fourteen respondents who withheld an opinion indicated they were unfamiliar with the MPAIT curriculum. The respondents

¹¹Questionnaire Comments 28-34, Appendix B to this study.

¹²Questionnaire Comments 35, 36, Appendix B to this study.

TABLE 21.--MPCR Education and Training.

Item	Agree Very Much		No Opinion	Disagree Very Much		Mean
	5	4		2	1	
55.	0	3	14	11	14	2.19
56.	13	16	12	1	0	3.98

with less than two years of PM experience (N=11) were the most dissatisfied with the sufficiency of MPCR-related instruction in MPAIT, offering a mean response of 1.91.

Item 56:--Additional specialized MPCR-related instruction should be provided in MPAIT.

Feeling that the current level of training in MPAIT regarding MPCR was insufficient, the response of 3.98 in Table 21 indicates a respondent opinion that additional instruction of this nature should be provided. Once again, the majority of the twelve respondents who withheld an opinion indicated a lack of familiarity with the MPAIT curriculum.

Item 57:--MPCR-related instruction in MPAIT should include:

- a. Applied psychology (human relations).
- b. Crisis intervention (conflict management).
- c. Group (mob) psychology.

- d. Minority group-police relations.
- e. Complaint procedures.
- f. Sensitivity or "T-group" training.
- g. Other_____.

The response in Table 22 is strongly supportive of all of the above instruction except for the matter of sensitivity training. Although more than one-half of the respondents favor such training, ten others withheld an opinion; due perhaps to a lack of familiarity with either its nature, or due to the uncertainty of what it would consist of for the training of military policemen. The strongest support for sensitivity training came from the former PMs (N=11), and those with less than four years of PM experience (N=21), with a mean response of 4.09 and 3.72, respectively.

TABLE 22.--MPCR-Related Instruction in MPAIT.

N = 42	Option	5	4	3	2	1	Mean
a.	Applied psychology	27	11	2	2	0	4.50
b.	Crisis intervention	24	12	5	1	0	4.40
c.	Group psychology	22	16	2	2	0	4.40
d.	Minority group-police relations	27	10	2	3	0	4.45
e.	Complaint procedures	25	14	2	1	0	4.50
f.	Sensitivity training	14	10	10	5	3	3.57

Item 58:--In addition to instruction in specialized MPCR-related subjects, MPCR principles and procedures should be integrated and stressed during MPAIT instruction in:

- a. Search and seizure.
- b. Apprehension techniques and procedures.
- c. MP authority and jurisdiction.
- d. Other_____.

The data in Table 23 reflects a respondent opinion that MPCR-related instruction should be integrated into what is now primarily a task-oriented curriculum in MPAIT.

TABLE 23.--Item 58: Integrated MPCR-Related Instruction in MPAIT.

N - 42	Option	5	5	3	2	1	Mean
a.	Search and seizure	24	13	4	1	0	4.43
b.	Apprehension techniques	26	12	3	1	0	4.50
c.	MP authority and jurisdiction	32	7	3	0	0	4.69

Item 59:--Specialized unit-level, MPCR-related instruction for MP Force executive and supervisory personnel should include:

- a. Applied psychology (human relations).
- b. Crisis intervention (conflict management).

- c. Group (mob) psychology.
- d. Minority group-police relations.
- e. Counseling techniques.
- f. Work-performance appraisal.
- g. Complaint procedures.
- h. Sensitivity or "T-group" training.
- i. Other_____.

The data in Table 24 indicates that with the exception of sensitivity training, there is strong support for the MPCR-related instruction suggested for the executive and supervisory levels of the MP Force. Counseling techniques and work-performance appraisal instruction is appropriate to this level of instruction, particularly as it enhances the ability of the officer and NCO supervisory to evaluate the effectiveness of their subordinates. The reaction to sensitivity training is nearly identical to that expressed in Item 57, and probably for many of the same reasons.

Item 60:--Specialized unit-level, MPCR-related instruction for MP Force personnel other than executive and supervisory, should include:

- a. Applied psychology (human relations).
- b. Crisis intervention (conflict management).
- c. Group (mob) psychology.
- d. Minority group-police relations.
- e. Complaint procedures.

TABLE 24.--Item 59: Executive and Supervisory Instruction.

N = 42	Option	5	4	3	2	1	Mean
a.	Applied psychology	26	12	0	2	2	4.39
b.	Crisis Intervention	26	13	0	3	0	4.48
c.	Group psychology	29	9	1	2	1	4.48
d.	Minority group-police relations	30	10	0	2	0	4.62
e.	Counseling techniques	28	9	2	3	0	4.48
f.	Work-performance appraisal	24	13	2	3	0	4.39
g.	Complaint procedures	25	12	2	2	1	4.39
h.	Sensitivity training	14	10	9	6	3	3.62

f. Sensitivity or "T-group" training.

g. Other _____.

This item limits itself to the character of in-service MPCR instruction for enlisted MP personnel and is consistent with that suggested for formal presentation in MPAIT (Item 57). The data in Table 25 indicates support for such instruction, with a somewhat neutral reaction to sensitivity training. The former PMs (N=11) gave unit-level sensitivity training the greatest amount of support, with a 3.91 mean response.

TABLE 25.--Item 60: In-Service MPCR-Related Instruction.

N = 42	Option	5	4	3	2	1	Mean
a.	Applied psychology	19	15	3	3	2	4.09
b.	Crisis intervention	18	17	3	3	1	4.14
c.	Group psychology	23	16	3	0	0	4.48
d.	Minority group-police relations	24	13	2	3	0	4.39
e.	Complaint procedures	25	12	3	2	0	4.43
f.	Sensitivity training	9	12	13	5	3	3.45

Item 61:--Professional and other qualified personnel from outside the MP Force should be utilized to conduct specialized MPCR-related instruction.

If an increase in the quantity and quality of MPCR-related instruction is to be achieved, additional instructor personnel must be identified from outside to supplement the unit capabilities. In Item 21 the respondents indicated that only limited instruction was provided in the areas listed above, and only 26 per cent indicated that they now utilize instructor personnel drawn from outside the unit. If the response to the present item is reliable, there would be a need for much greater reliance on the professional and lay-expertise of personnel from outside the MP Force, and drawn from both the military and civilian communities. The response of

3.81 in Table 26 reflects moderate support for this proposition. The former PMs (N=11) and personnel with under fifteen years commissioned MP service provide the greatest amount of support for this proposition with a mean response of 4.33 and 4.45, respectively.¹³

TABLE 26.--MPCR Education and Training.

N = 42	Agree		No Opinion	Disagree		
	Very Much			Very Much		
Item	5	4	3	2	1	Mean
61.	16	14	4	4	4	3.81
62.	20	17	5	0	0	4.36
63.	28	13	1	0	0	4.64

Item 62:--Unit-level, MPCR-related instruction should be reinforced via integration at guardmount (role-call) training.

Strong support was expected for what simply amounts to recurring reinforcement for the more formal unit-level MPCR instruction. The response of 4.36 shown in Table 26 was anticipated.

Item 63:--MPCR principles and practices should be integrated into the training curriculum of each level of formal MP School instruction (OFF, NCO, and EM).

¹³ Questionnaire Comment 37, Appendix B to this study.

In response to this last proposition on MPCR training and education, the response of 4.64 in Table 26 reflects strong support for the integration of such instruction throughout the MP School's curriculum.

Part VII: Community Orientation (Public Relations).

It must be noted at the beginning of this section on Community Orientation that the respondent's distinction between the meaning and objectives of community relations and public relations may not have coincided with the interpretation desired by the author; this despite the detailed clarification in the list of definitions which accompanied each questionnaire. As noted in the literature review, such a distinction is important. The author suggests that public relations is but a sub-element of a concerted community orientation effort, which, as part of an overall MPCR program, is designed to mutually inform the community and its police regarding each other, and to stimulate positive and effective interaction to their mutual advantage. Failure to recognize such a distinction may have affected the nature of the response to the following items by some individuals. To what degree this may have occurred cannot be weighed.

Item 64:.--Contributing to a positive MPCR program that leads to increased military community understanding and support of the MP Force is the responsibility of every member of the Force.

This item underscores the importance of total involvement of the MP Force in the effort to maximize Force-military community interaction, as was suggested by the operational PMs in Items 32-34 and 37. The response of 4.48 in Table 27 reflects considerable agreement with this proposition.

TABLE 27.--Community Orientation (Public Relations).

Item	Agree Very Much		No Opinion	Disagree Very Much		Mean
	5	4		2	1	
64.	26	13	0	3	0	4.48
65.	22	14	2	4	0	4.29
66.	7	10	6	10	9	2.90
67.	22	16	2	2	0	4.39
68.	3	6	7	13	13	2.36

Item 65:--An intensive MPCR effort should employ all available mass communications media to present the "MP story" to the military community.

Employment of the various available communications media provides a continuing backdrop for an effective MPCR effort, regardless of the emphasis given to any of the various MP functions in a particular military community.

The response of 4.29 in Table 27 reflects strong support for this concept.¹⁴

Item 66:.--The most effective communications media available to all PMO/Station operations are the Command and Community Service Bulletins. (If you disagree, indicate your choice.)

Not all communications media are available to all PMs, nor are they equally effective. This item seeks to determine what the respondents deem to be the most effective media. As shown by the 2.90 mean response in Table 27, there is a neutral reaction to the suggestion that the Command and Community Service Bulletins are the most effective means. The former PMs (N=11) provided a 2.09 mean response. The comments offered suggested that post newspapers, PM newsletters, and face-to-face MP-citizen contact were felt to be more broadly applicable and potentially effective.¹⁵

Item 67:.--The positive aspects of the MP Force accomplishments and activities should be emphasized to the military community via feature articles and stories, etc.

The response of 4.39 in Table 27 reflects strongly that the public relations effort should emphasize the

¹⁴Questionnaire Comment 38, Appendix B to this study.

¹⁵Questionnaire Comments 39-43, Appendix B to this study.

positive aspects of MP Force activity. This is particularly important if a PM finds himself in a military community where the MP Force is known primarily for its "enforcer" image and activities, whether or not this is actually the case.

Item 68:--Open-house tours of PM/MP facilities and activities are the best means of "reaching" all elements of the military community. (If you disagree, indicate your choice.)

The response of 3.81 in Table 27 indicates that few respondents feel that open-house tours (or the equivalent) of PM/MP facilities are the best means of interacting positively with the military community. The former PMs (N=11) were the least enthused with this proposition, offering a mean response of 1.82. There are many variables which affect an individual's position on this item. As a number of comments indicate, the open-house technique is but one way to interact, but can be counter-productive if the facilities to be exposed or shown are old, crowded, and ill-suited to the function they serve . . . as many are. Other comments note that it is probably more effective to maximize the exposure of the MPs throughout the community as a means of positive interaction.¹⁶

¹⁶Questionnaire Comments 44-49, Appendix B to this study.

Item 69:--The MPCR program should include a "police" orientation for:

- a. All newly arrived officer and NCO personnel with command-related assignments.
- b. All newly assigned officers and NCOs, E-6 and above.
- c. All newly arrived personnel of the military community.

The orientation of selected personnel from both the military and civilian communities has long been a familiar and favorite practice of PMs. This item addresses the issue of just how extensive these orientations should be. Factors which the PM must consider in such an effort include, but are not limited to: the character and size of the military community and special interest groups, the nature of the relationship between the military and civilian communities, and the time and resources the PM and the MP Force can provide. The data in Table 28 indicates general support for each of the suggested categories, but is only lukewarm to the proposition that such orientation efforts be directed at all newly arrived personnel. Strong support for the concept of a "total" orientation effort comes from those personnel with less than two years of PM experience (N=11), as indicated by a 4.36 mean response.

TABLE 28.--Item 69: MPCR Orientation Efforts.

N = 42	Options	5	4	3	2	1	Mean
a.	All newly arrived officer and NCO personnel with command-related assignments.	23	13	4	2	0	4.36
b.	All newly assigned officers and NCOs, E-6 and above.	22	12	4	4	0	4.24
c.	All newly arrived personnel of the <u>military community</u> .	21	9	2	3	7	3.81

Item 70:--"Grass-roots" involvement by the maximum number of MP Force personnel, on and off-duty, with the military community's schools, clubs, and service organizations, should be encouraged/arranged as part of a MPCR program.

There are many factors which will affect the extent to which a PM encourages and/or supports such an endeavor; primarily they include the extent of his mission and the depth of his personnel assets. Few PMs would deliberately discourage or neutralize such involvement. The response of 4.12 in Table 29 indicates solid support for this proposition. The strongest support comes from the personnel with less than two years of PM experience (N=11), with a 4.63 mean response.

TABLE 29.--Community Orientation (Public Relations).

N = 42	Agree		No Opinion	Disagree		
	Very Much			Very Much		
Item	5	4	3	2	1	Mean
70.	18	16	4	3	1	4.12
71.	5	12	4	12	9	2.81
72.	19	16	2	4	1	4.14
73.	5	16	5	9	7	3.07
74.	14	12	3	7	6	3.50
75.	14	18	3	3	4	3.86
76.	2	4	3	14	19	1.95
77.	13	19	3	3	4	3.81

Item 71:--Qualified, volunteer MP Force personnel should be assigned fulltime in a liaison role to the schools operated within and by the military community.

It was anticipated that this item would prove a controversial matter for the respondents. While the concept of police-school liaison is relatively unknown in the military community, its potential as an innovative MPCR technique warranted that it be included for consideration. The response of 2.81 in Table 29 indicates a largely neutral reaction, with nearly as many individuals supporting it as there are who object.

Item 72:--The PM/OIC should actively participate as a leader in the local Community Relations Council (or equivalent).

The data response of 4.14 in Table 29 indicates solid support for the proposition that the PM exercise positive military community leadership. The only sizeable variation from the respondent norm was from personnel with less than two years of PM experience (N=11), whose mean response was 3.73.¹⁷

Item 73:--The PM/OIC should take the initiative in organizing an (installation/area) Community Relations Council (or equivalent) where one does not exist.

Recall that in Item 19, 39 per cent of the operational PMs reported that Community/Public Relations Councils did not function on their respective installations or in their areas of responsibility. This item measures the attitude of the respondents as to the PM taking the initiative in forming such a council where one does not exist. As indicated by the 3.07 response in Table 29, the respondents are generally neutral to the suggestion, though the former PMs (N=11) reacted with a mean response of 3.82.¹⁸

¹⁷Questionnaire Comment 50, Appendix B to this study.

¹⁸Questionnaire Comments 51-53, Appendix B to this study.

Item 74:--The PM/OIC should work to insure that the local Council (or equivalent) has equitable and representative membership from within the military community.

Broad military community membership on these councils would be to the PM's distinct advantage if he employs the meetings as a vehicle to gain increased understanding and support for MP missions and functions. The response of 3.50 in Table 29 generally agrees that he should work toward this objective. He receives particularly strong support from the former PMs (N=11), who reacted with a 4.09 mean response.

Item 75:--The mission, capabilities, limitations, etc., of the MP Force should be stressed at Council meetings. (If you disagree, why not?)

It was suggested in the discussion of the previous item that community relations council meetings are potentially useful in the PM's overall public relations effort. The 3.86 response in Table 29 indicates general agreement with this proposition. The respondent comments voiced a mixed reaction to PM/MP involvement in community relations councils.¹⁹

Item 76:--Maintaining positive community/public relations between the MP Force and the local civilian community is more important than a positive community/

¹⁹Questionnaire Comments 54, 55, Appendix B to this study.

public relations effort involving the MP Force and the military community.

This item seeks to establish a respondent perspective on the priority of emphasis given by the PM to military versus civilian community relations efforts. The response of 1.95 in Table 29 gives military community relations activities a strong vote of confidence. Unfortunately, this study cannot effectively measure whether the priorities actually given to military community relations effort coincides with the expressed philosophy.

Item 77:--The natural outgrowth of an effective MPCR program directed at the military community will be an effective program relating to the adjacent civilian community. (If you disagree, why not?)

While this study focuses on military police-military community relations, it is recognized that this effort is but one aspect of the comprehensive community relations program fostered by the Army. This item simply suggests that an effective internal MPCR program will include, develop, and promote concepts and procedures that will make the external MPCR aspect more effective. It does not follow that the reverse is true. The 3.81 response in Table 29 indicates general, but far from decisive, agreement with the proposition.²⁰

²⁰ Questionnaire Comments 56, 47, Appendix B to this study.

Part VIII: Complaint Procedures and MPCR

Item 78:--The confidence and trust of the military community in its MP Force will be affected by the manner in which complaints against the MP Force and/or its operations are received, processed, and disposed of. (If you disagree, why not?)

As seen in the response of 4.19 in Table 30, the reaction is highly favorable. Personnel with less than two years of PM experience (N=11) are particularly supportive, with a 4.64 mean response.²¹

TABLE 30.--Complaint Procedures and MPCR.

N = 42	Agree		No Opinion	Disagree		
	Very Much			Very Much		
Item	5	4	3	2	1	Mean
78.	24	11	0	4	3	4.19
79.	22	12	3	5	0	4.14
80.	21	18	0	2	1	4.33

Item 79:--The military community should be fully aware of the manner in which complaints against the MP Force or its operations are registered.

²¹Questionnaire Comment 58, Appendix B to this study.

This is a suggested first premise of any complaint procedure. It proposes that every echelon of the military community should be aware that there is a means by which such complaints can be filed, and what that procedure is. The response of 4.14 in Table 30 indicates strong support for this proposition. All but two of the eight neutral or negative responses were provided by operational PMs with over fifteen years of commissioned MP service.

Item 80:--Every member of the MP Force should know precisely how complaints against it are received, processed, and disposed of. (If you disagree, why not?)

In an effort to avoid confusion, delay, and embarrassment in dealing with members of the military community who desire to file a complaint, this item suggests that every member of the MP Force be completely familiar with the complaint procedures, whatever they may be locally. It infers also that every MP be fully aware of the procedures that will be followed with regard to a citizen's complaint if directed at him. The 4.33 response in Table 30 was highly supportive of this proposition.

Item 81:--To what extent do you agree that the essential elements of an effective complaint system are:

- a. An obvious point of entry for the complaint.
- b. A simple, written, and accountable procedure.
- c. Expeditious processing and investigation.

d. Prompt and conclusive feedback to the complainant and the MP Force.

e. Other_____.

This item seeks to isolate what the respondents consider to be the fundamental principles of an effective complaint procedure, from initial "filing" to final disposition. The response data in Table 31 indicates generally strong agreement for each of the principles offered, with particular emphasis on the expeditious processing and disposition of each complaint.²²

TABLE 31.--Item 81: Complaint Procedures.

N = 42	Option	5	4	3	2	1	Mean
a.	Obvious point of entry	17	18	5	2	0	4.19
b.	Simple, written and accountable procedure	19	19	3	1	0	4.33
c.	Expeditious processing and investigation	30	10	2	0	0	4.67
d.	Prompt and conclusive feedback	19	14	4	4	1	4.09

Item 82:--If there is to be a single point of entry for complaints, it should be the:

²²Questionnaire Comment 59, Appendix B to this study.

- a. PM/OIC personally?
- b. Operations Officer?
- c. MPCR OFF/NCO?
- d. MP Desk?
- e. Installation/Area Inspector General?
- f. Other _____?

The operating PM respondents reported in Item 27 that complaints could be filed with any of the individuals listed above, though the principal recipient was the PM himself. When asked to identify a single preference, the data in Table 32 indicates the two recipients given the greatest support were the PM and the MP Desk. While the choice of the PM is consistent with what has previously been reported, the fulltime employment of the MP Desk for this purpose may be a more logical choice if for no other reason than it maintains a single location widely known to the community, and it is open to the public "around-the-clock;" thus providing a degree of availability the PM cannot match.²³

Item 83: --If there are to be several points of entry, they should be the:

- a. PM/OIC personally?
- b. Operations Officer?
- c. MPCR OFF/NCO?
- d. Operations NCO?

²³Questionnaire Comments 60, 61, Appendix B to this study.

TABLE 32.--Item 82: Complaint Registration.

N = 42 Options		Yes	Per Cent
a.	PM/OIC personally	18	43
b.	Operations Officer	8	19
c.	MPCR OFF/NCO	2	4.5
d.	MP Desk	11	26
e.	Inspector General	2	5.5

e. MP Desk?

f. Any member of the MP Force?

g. Installation/Area Inspector General?

h. Other _____?

It would have been unfair not to offer the respondents an opportunity to express their opinion as to multiple points of entry for the filing of citizen complaints. The broad range of response indicated in Table 33 was anticipated. The preference is for the PM, the Operations Officer, and the Inspector General.²⁴

Item 84:--All complaints should be reduced to writing. (If you disagree, why not?)

The response of 4.02 in Table 34 indicates support for this proposition. The range of comments, however, may serve as a more accurate expression of actual feeling.

²⁴ Questionnaire Comment 62, Appendix B to this study.

TABLE 33.--Item 83: Complaint Registration.

N = 42 Options	5	4	3	2	1	Mean
a. PM/OIC personally	21	13	4	3	1	4.19
b. Operations Officer	20	16	2	3	1	4.21
c. MPCR OFF/NCO	9	7	13	6	7	3.12
d. Operations NCO	10	10	9	9	4	3.31
e. MP Desk	9	13	12	2	6	3.40
f. Any member of the MP Force	5	3	15	6	13	2.52
g. Inspector General	13	11	13	1	4	3.66

Most respondents commented that the above requirement would be unnecessary for minor complaints; could be attended to in a follow-up interview; would discourage complaints, or, it really depended on the nature of the complaint.²⁵ While these comments are noteworthy, they express an indecisiveness that has a potentially significant impact on the reliability of the entire complaint procedure. If the complainant sincerely desires to file a complaint, he (or she) should be willing to reduce it to writing. If anonymity is desired, this can be provided. For the MP recipient, reducing the complaint to writing insures accountability and provides information that is easily

²⁵Questionnaire Comments 63-69, Appendix B to this study.

TABLE 34.--Complaint Procedures and MPCR.

N = 42	Agree		No Opinion	Disagree		
	Very Much			Very Much		
Item	5	4	3	2	1	Mean
84.	23	9	2	4	4	4.02
85.	19	13	2	5	3	3.90
86.	6	8	8	6	14	2.67
87.	23	8	4	6	1	4.07
88.	24	14	2	0	2	4.38

transferable within the office without relying on "word-of-mouth" transmission.

Item 85:--The complainant should receive a copy of the written complaint.

This item is an extension of the previous one. If each complaint is reduced to writing, providing a duplicate should not pose an administrative problem. Moreover, by retaining a copy, the complainant is assured that it cannot be "lost" in the internal administration of the MP operation. In turn, there should be incentive for the MP personnel involved in the "handling" process to insure it is not "lost" or delayed in processing. As the response of 3.90 in Table 34 indicates, there is general agreement that such a procedure should be employed.

Item 86:.--A special form should be utilized for the recording of complaints. (If you disagree, why not?)

As anticipated, the response of 2.67 in Table 34 indicates little enthusiasm among the respondents for creating another "monster." As several observed, there are adequate forms already in the inventory that would suit this purpose. However, to promote consistency, it might be inferred that the single most suitable form should be identified and designated for this purpose.²⁶

Item 87:.--Each complaint should be brought to the attention of the PM/OIC immediately (or via the MPDO/NCO after duty hours).

Little disagreement was anticipated considering all of the previous indications that the PM is closely involved in the complaint procedure. The less than unanimous response of 4.07 in Table 34 indicates some respondents would accept a delay in notifying the PM. While there were no comments provided to assist in the evaluation of this item, it is possible that some individuals feel the initial recipient of the complaint, such as the MP Desk, is capable of evaluating the urgency of the complaint and of taking the appropriate and timely initial action.

²⁶Questionnaire Comments 70-75, Appendix B to this study.

Item 88:.--The PM/OIC should decide who will investigate complaints. (If you disagree, indicate your choice.)

The response of 4.38 in Table 34 reflects there is almost no disagreement with leaving this decision to the PM.

Item 89:.--Complaints against a specific member of the MP Force should be investigated by the:

- a. Individual's immediate supervisor?
- b. Individual's immediate supervisor and a second disinterested individual from outside the MP Force?
- c. Installation/Area Inspector General?
- d. CID?
- e. Membership of a standing community Review Board?
- f. Membership of a standing police-community Review Board?
- g. Other _____?

As indicated from the data in Table 35, the majority of respondents found it difficult to express a definitive opinion on any of the options presented. Of those who did, the strongest support was given to the Inspector General, and even this reaction was evenly divided. Almost totally rejected was the suggestion that complaints be reviewed by a standing board within the community; though less resistance was accorded the idea of a combined police-community review board. As an alternative to the options listed, twelve respondents suggested that complaints be handled by

TABLE 35.--Item 89: Method of Investigation.

N = 42 Options	5	4	3	2	1	Mean
a. Individual's immediate supervisor	4	6	18	4	10	2.76
b. Individual's immediate supervisor and a second disinterested individual from outside the MP Force	2	11	13	7	9	2.76
c. Inspector General	8	5	16	5	8	3.00
d. CID	2	10	14	8	8	2.76
e. Standing community review board	0	1	15	5	21	1.90
f. Standing police-community review board	2	4	15	6	15	2.33

individuals appointed either from within the MP command structure, or as seen fit by the PM. The earlier response to Item 29 indicated that the most common appointee would be the Operations Officer, assuming as it does, that there is more than one officer assigned to the PM organization.²⁷

Item 90:--Complaint investigations should be terminated within _____ from the time directed.
(Please express in hours or days.)

²⁷Questionnaire Comments 76-81, Appendix B to this study.

When the operating PMs were asked in Item 30 to identify the length of time normally required to complete investigations, the result was an average of five days (4.8). When asked in the present item to suggest an appropriate time-frame, the average response was again five days (4.7). Recommendations ranged from a high of 14 days to a low of one day, with six respondents indicating completion "as soon as possible."

Item 91:--A complainant should always be informed of the results of his/her complaint against the MP Force.

The response of 4.19 in Table 36 reflects solid agreement with this proposition. Recall that 61 per cent of the operating PMs reported in Item 31 that they had such a policy.

TABLE 36.--Complaint Procedures and MPCR.

N = 42	Agree		No Opinion	Disagree		
	Very Much			Very Much		
Item	5	4	3	2	1	Mean
91.	22	14	0	3	3	4.19
92.	10	18	2	5	7	3.45

Item 92:--When a complaint is sustained by investigation, the complainant should be informed of the corrective action taken (procedural changes, administrative or disciplinary action taken, etc.). (If you disagree, why not?)

The response of 3.45 in Table 36 indicates a mixed, but slightly favorable response to this rather controversial matter. In their comments, a number of respondents express concern that undue revelation of MP internal affairs would lead to deliberate harrassment in the form of complaints.²⁸ Limiting advisement to a simple declaration that the complaint was sustained, and that the appropriate corrective, administrative, and/or disciplinary action was taken (without revealing details) might satisfy those individuals who expressed dissatisfaction with this proposition. If the complaint is not sustained, of course, that should be made clear in a reply.

Item 93:--A complainant should be informed of the results of the investigation of his/her complaint by the:
(Select one.)

- a. PM/OIC personally. _____
- b. PM/OIC personally and by letter. _____
- c. Letter only. (From: _____), _____
- d. Other _____ . _____

²⁸Questionnaire Comments 82-87, Appendix B to this study.

The method of notification generated a mixed reaction as can be seen in the data in Table 37. The majority feel the PM should be personally involved in the advisement effort, either in person, or in conjunction with a written reply. All but one of the ten respondents who selected the last option indicated that advisement should come from the individual who appointed the investigating officer.

TABLE 37.--Item 93: Complaint Feedback.

N = 42 Options	Yes	Per Cent
a. PM/OIC personally	14	33
b. PM/OIC personally and by letter	12	29
c. Letter only	6	13
d. Other (Appointing officer)	10	25

Item 94:--The mishandling or "covering up" of complaints by MP Force personnel should be considered as a serious breach of procedure and professional conduct, and dealt with accordingly.

In this final item, a mean response of 4.69 indicated near-unanimous approval for the proposition with but one negative response. A display of the data was not considered necessary.

Interview Comments

This final portion provides a brief synopsis of the comments obtained in the author's personal and written interviews with twelve senior military police officers serving at Fort Gordon, Georgia, in The Office of the Provost Marshal General, in Washington, D. C., and serving with the United States Army in Europe. The critical and key positions occupied by these officers in the Military Police Corps, and the depth and variety of their experience in all aspects of military police work, imminently qualified them to contribute vital information concerning the nature and purpose of this thesis. As mentioned in Chapter III their response to a list of questions pertaining to military police community relations was used to lend background material and perspective to the development of the questionnaire. Additionally, their comments were considered by the author in developing the MPCR "model" outlined in Chapter V. The questions posed, and a capsule summary of the interview comments is provided in the following paragraphs; and although edited and paraphrased, they are reproduced in their entirety in Appendix C. The reader is encouraged to refer to these comments prior to moving on to Chapter V.

Question 1: What is your personal overview of Military Police Community Relations?

The general, but not unanimous reaction, is that the MPC is failing to meet its obligation to support the military community. While not suggesting neglect of our

responsibility to the arena of military-civilian community relations activities, and several officers found it difficult to distinguish between the internal and external dimensions, there was a feeling expressed that we must direct our limited manpower and material resources to the best advantage, and in support of our immediate "public," the military community. There was also the suggestion that we must become more effectively "involved" in the military community, lending our experience, expertise, and resources to meet the most pressing needs. This would be an effort that neither replaces nor over-rides the responsibility of commanders and other military activities or agencies, but is an effort which supplements and enhances.

Question 2: Can and should the Military Police Corps develop and promulgate a program of Police and Community Relations principles and procedures having broad local application?

The reaction was mixed and generally inconclusive. While acknowledging that community relations guidelines can be developed and disseminated, this is of less concern than the matter of how much depth these guidelines can assume without unduly interfering with the local PM's obligation and need to adjust to the particular requirements of his community.

Question 3: Does an effective MPCR effort require fulltime Police-Community Relations units in the local Provost Marshal Offices?

The reaction was largely negative, with sound reasons expressed for such an orientation. Chief among them are the matters of a duplication of community and

public relations effort, a shortage of MP personnel, and the need for the practice of MPCR to be expressed in terms of total MP Force recognition and involvement.

Question 4: Is there a correlation between MPCR and civilian Police-Community Relations experience?

The response was totally favorable, and emphasized the need to take full advantage of the expertise and experience of civilian police agencies in all matters that relate to the MP missions and functions. One officer went to great lengths to itemize the many specific areas where military-civilian police experience has been utilized to considerable mutual advantage.

Question 5: Is our instructional program adequately supporting a positive MPCR effort?

There was a general expression of need to frame and expand our training and educational programs in a MPCR--human relations--"people relations"--context and climate. This proposition alluded to our in-service programs as well as training conducted formally in MPAIT and the MP School. Several comments point out the realistic limitations on training time in both the schools and in the units. The general impression given was that what we are doing as regards training . . . we are doing well . . . but that we are not doing enough in the realm of MPCR.

Question 6: What are your comments on current military police public relations efforts?

Once again the comments emphasized the need and our ability to do more. The need for strong command support

was cited, as was the need to let MP actions speak for themselves. The innovative concept of police-school liaison was favorably endorsed.

Question 7: For other than Military Police Investigators and undercover activities, is there room for considering military policeman functioning in civilian dress in carefully selected activities?

This question was posed to gauge "official" reaction to a PCR concept that is almost unknown and little tried in the MPC. The general response was that not only the uniform, but nearly all items of MP uniform and equipment need to be critically re-examined, but not simply for the sake of good MPCR. It was also noted that many items have, or are now, the subject of on-going evaluation efforts. As for "civilian dress," the indication was that carefully controlled experimentation should be conducted to test feasibility.

Question 8: How do you feel about the time and effort expended by the military police on service activities and functions in support of the military community?

The impression given was that "service" activities are here to stay as part of the MP environment and mission, but that nothing is exempt from evaluation and potential change. The suggestion is to critically examine all that we do--all of the time, and make those adjustments needed to meet our priorities for community support. It was also suggested that whatever we do, be it to enforce law, prevent crime, or to meet service-type commitments, we

must do it well and in the best interests of the Army first . . . and then for the good of the Corps.

Question 9: What are your comments on the handling of complaints against military police personnel and their activities?

There was a mixed response to this question.

Though there was no expressed disagreement with the concept of a direct relationship between the handling of citizen complaints and good MPCR, the methodology was "up for grabs." Three schools of thought were offered, including reliance on internal investigation and disposition under PM control, total deference to the Inspector General, and the use of a neutral community "hearing body."

CHAPTER V

A MODEL FOR MILITARY POLICE COMMUNITY RELATIONS

This Chapter outlines a "model" for military police-community relations that is designed to have broad and practical application to any military community circumstance. It contains both general and specific procedural community relations guidelines that can be assimilated without exception, by any local installation or area provost marshal, regardless of his particular experience or the local character of the military community to and for which he is responsible.

It is important to understand that the model is one of guideline and principle for developing a sound Military Police-Community Relations program that has doctrinal application throughout the Military Police Corps, and for all operating provost marshals and MP Station Commanders, regardless of their respective assignments. Specifically and intentionally, the model does little to proscribe or detail how the individual provost marshal is to implement or accommodate any or all of the individual

guidelines offered. To do so would seriously impair and violate the individual flexibility that is so essential if the provost marshal is to effectively adjust and adapt these community relations guidelines to the specific character and needs of his local environment. Only a more comprehensive acquisition of empirical data on the individual guidelines could result in the outlining of more detailed and specific "how to" procedures that have proven Corps-wide application. This task was beyond the scope and objectives of this thesis, but most certainly should be a fundamental goal of future study in this field.

The model is developed from an interpretation of the material considered in the review of the literature; from the account of actual military police community relations activities, and the opinions and attitudes of the survey respondents identified in the research findings; and, from the author's personal experience and perception of the desired character of a sound community relations program.

Concept and Attitude

A first and founding principle is that a positive and comprehensive military police-community relations program will enhance and facilitate effective accomplishment of the total military police effort within the military community. A local MP Force needs the understanding, cooperation, and direct continuing support of its community if it is to be successful in accomplishing the total MP

mission. The community, in turn, must have a similarly positive and confident attitude toward the MP Force that is based on a thorough and continuing understanding of its mission, capabilities, and limitations. It is on the basis of this concept of military police-military community relations that close and effective police-community interaction is founded. To this end, there must be recognition by every member of the MP Force, military and civilian, that regardless of his or her degree of public contact, a spirit of positivism must pervade every aspect of their endeavors.

The recognition of this need for a positive attitude must begin at the "top" and permeate continually throughout the MP Force; thus striking directly at the second essential ingredient; executive influence and the PM's leadership responsibility.

The Executive Role

First and foremost, the PM must recognize that a sound military police-community relations program will positively affect the accomplishment of every aspect of the overall MP Force mission. Once he totally embraces this premise, he must assume total responsibility for the development and planning of a comprehensive military police-community relations program designed specifically to suit the character and needs of the military community. This responsibility for the overall program cannot be delegated, though he may find it necessary and possible to

identify qualified and motivated personnel within the MP Force to assist on either a full or part-time basis in specific aspects of program execution. However, the PM must not develop on-going community relations tasks and activities, the success of which depends entirely on the availability of such personnel. To do so risks the serious disruption of the program due to personnel attrition, and readily leads to an attitude among MP Force personnel that the community relations program is being "handled" by the "specialists," and they, the MPs, need not become overly concerned or involved.

The PM must carefully evaluate the character and composition of the military community. Information regarding the number, size, and mission of units and the size of the resident military and civilian population, must be known and utilized to properly develop MP deployment priorities. This knowledge must be disseminated throughout the MP Force.

A close working relationship must be developed between the PM and the installation commander and other major unit commanders. Similar close working relations must exist between the PM and other key installation personnel and offices, particularly that of the Judge Advocate General, Inspector General, and the Information Officer.

The PM must actively participate in the local community relations council, and work to insure that council

membership accurately reflects the attitude and interest of a broad cross-section of the community. Where one does not exist, the PM must take the initiative to assist in organizing such a council. His responsibility to exercise community leadership will be significantly enhanced through his council participation.

In conjunction with the MP unit commander, the PM must work to develop an effective program of in-service training and education that suits the task-oriented and human relations needs of the MP Force simultaneously.

Executive influence is to be maintained by the PM's regular and formal contact with subordinate supervisory personnel. He must also insure that effective internal communications channels exist and remain open at all times--top to bottom--and back again. He must continually monitor and evaluate the effectiveness of his supervisory personnel.

The PM must insure that the MP community orientation effort is comprehensive and active. An appropriate, coordinated, and on-going public relations effort must exist that realistically portrays the MP role and function within the military community. Consistent with his personnel assets, the PM must encourage maximum MP Force involvement in military community activities both on and off-duty.

Finally, the PM must develop an effective, efficient, and reliable procedure for the receipt, processing, and disposition of complaints filed against the MP Force.

Management and Supervision

The supervisor's role in the military police-community relations program is extensive and crucial. Each "middle manager" must provide close and continuing supervision to insure that operational directives are thoroughly understood and properly executed by the MP "line" personnel. At the same time, he must be alert to procedures and activities having negative community relations implications, with an attendant adverse impact on operational mission effectiveness. When defects are discovered, the supervisor must either take or initiate the appropriate corrective action, or make recommendations to his superiors accordingly. He must be prepared to assume an active role in the in-service training program, and must work to enhance his own personal and professional development.

Education and Training

The in-service program of instruction must emphasize the human relations, or "how to" aspect and approach. All task-oriented training must be oriented and presented in such an educational "climate."

The human relations instruction for all military personnel must include material on basic, applied, and

group psychology, minority group relations, and crisis intervention as a minimum. A form of sensitivity training should be considered only in response to a particular recognized need and in the light of specific attainable objectives; and then undertaken only with the supervisory assistance of qualified personnel. Instruction in counseling techniques and work-performance appraisal should be provided all supervisory personnel, officer and non-commissioned officer alike. An appropriate amount of instruction should be provided all MP Force civilian employees, ideally by working in conjunction with the local Civilian Personnel Office. All personnel, military and civilian, must be instructed regarding the correct procedures for the handling and disposition of complaints lodged against the MP Force.

The seminar technique is the most effective vehicle for the presentation of formal instruction regardless of class length. However, it is ill-suited to "mass" instruction and should not be employed with groups of ten or more persons. The seminar approach facilitates case-study analysis, thus adding maximum reality to the instructional environment. Reinforcement of the formal instruction is to be accomplished through guardmount (role-call) training of not more than 10-15 minutes duration prior to the start of each patrol shift, not less than three times weekly.

Maximum use should be made of unit personnel as instructors, but only after they have been thoroughly

evaluated and found to be qualified both in knowledge and technique. Qualified outside personnel from either the military or civilian community should be utilized as instructors whenever necessary, particularly for the more formal human relations training, and also as resource persons to assist and reinforce unit instructor personnel whenever possible.

Community Orientation

This comprehensive element of the military police-community relations program maximizes police-citizen interaction and involvement. The objective must be to mutually increase the understanding of the MP Force and the community regarding each other.

The public relations activity therein must be carefully coordinated with the Information Office to avoid over-lapping and counterproductive activity. Maximum use must be made of all available mass communications media. While face-to-face police-community interaction promotes its own brand of public relations, the most consistently effective communications media are the local installation newspapers and the regular preparation and distribution of a "PM-newsletter." Military radio and television outlets, when available, are quite valuable; and to a lesser extent, the same is true of the local civilian radio, television, and newspapers. Command and Community Service Bulletins are always available and should be regularly utilized, though with the understanding that their

readership is generally stratified, and thus less effective in a broad publicity effort.

MP Force participation in the command-sponsored orientation of all newly arrived service, civilian, and dependent personnel is to be supported to the maximum. Where such programs do not exist, the PM must take the initiative to encourage their beginning. Open-house tours of MP facilities and activities are particularly valuable, but are often limited by the nature of the size and condition of the MP "physical plant" and the limited number of people that can be "reached" in this manner. Such orientation tours should be encouraged for the maximum number of officers and NCOs of all grades, particularly those in command and other key positions in the military community, DOD civilians included. Consistent with resources, maximum MP support of, and participation in, public affairs exhibits, displays, and the like, is desirable. Regardless of the type of community orientation effort assumed, the maximum number of MP Force personnel must be involved and exposed to the extent practical.

Where public schools are operated within the military community, the PM should seriously consider the selection and assignment of a motivated and qualified MP volunteer for fulltime school-liaison purposes. This is an endeavor that must be carefully planned, coordinated, and implemented, for it has significant potential for vastly improving MP-youth relations.

The MP Service Role

Of all the primary MP functions, MP "visibility" is highest when they are performing the myriad of functions whose purpose is distinctly not related to law enforcement and crime prevention. Since many of these tasks are routine and offer little personal satisfaction to the MP(s) involved, every effort must be made to insure the MP is properly motivated to develop a positive attitude, and that he is effectively supervised to insure the highest possible standards of appearance and mission execution. Appropriate recognition should be given for particularly outstanding execution of these activities; but such recognition must not be allowed or encouraged to become simply an incentive to achieve the desired performance consistently.

The routine service functions should be continually reviewed and evaluated to identify those which can be either reduced or eliminated. However, those which remain must be done well in the best interests of the Army, the Corps, the MP Force, and the individuals concerned. This should be the priority for professional motivation and incentive.

Complaint Procedures

The development of a standard procedure for the receipt, processing, and disposition of complaints against the MP Force must be viewed as a crucial aspect of the

military police-community relations program. As a minimum, the following principles must be adhered to:

1. There must be an obvious means by which military community personnel can file such complaints, and these avenues must be widely publicized in the community. Because of its "round-the-clock" existence, the MP Desk is the most practical point of entry for these complaints. However, since a complainant may approach any member of the MP Force, all should be completely aware of the proper method to be followed, even if the appropriate action is no more than to refer the complainant to an appropriate individual or office.

2. There must be a simple, written, and accountable procedure for accepting and recording the complaint. Nothing in the process must allow itself to be construed as a hinderance or harrassment of the complainant. The single most appropriate form should be identified and utilized exclusively for the recording of complaints. Once completed, the form should be "logged" and accounted for much the same as is done with routine MP Reports. If at all possible, the form should be completed at the time the complaint is received. If the complainant appears in person, he (she) should be provided a duplicate of the completed form. Anonymous and telephonic complaints should be similarly recorded, with the form anotated as to the source.

3. The complaint procedures policy should specify the exact processing and handling procedures to be followed to insure expeditious handling. If the decision regarding investigation of the complaint is in the hands of someone other than the PM, the policy should include a requirement for prompt notification of the PM in any case. A decision to investigate should be made promptly and the investigation gotten underway without delay. Unless circumstances dictate otherwise, the investigation should be completed and the results in the hands of the appointing officer within five working days from the time the investigation is begun; with few exceptions. Unless dictated by higher headquarters in a specific case, the PM should not conduct complaint investigations himself. Not only is his time valuable, but he runs the risk of a conflict of interest and restricts his freedom of action regarding disposition of the matter.

4. There should be prompt and conclusive feedback to the complainant once the results of the investigation are known, and a determination is made as to final disposition. This feedback should include no less than a letter signed by the PM, indicating final disposition. The letter should indicate the disposition made regardless of the investigation results, but need only provide sufficient information to reasonably explain the final action taken, or to be taken. When a complaint is not upheld, this result and the reasons therefore should be made known

to the complainant as well. Whenever possible, the written response should be accompanied by a personal contact from the PM.

The decision as to who should investigate belongs to the PM, unless overridden by a command directive. Whenever a complaint is lodged against a specific MP, it is recommended that the matter be investigated by the supervisor closest to the subject, jointly with an appointed disinterested person. The combination of the two provides the best possible counter to inferences of "internal" control and/or manipulation. If a referral arrangement is established between the PM and the Inspector General, either on a recurring or case-by-case basis, provision must be made by the PM to notify the complainant of the referral action. The final reply must then come from the Inspector General.

CHAPTER VI

SUMMARY AND CONCLUSIONS

The first portion of this Chapter is devoted to a brief restatement of the problem, the purpose of the study, and the research methodology employed. This is followed by a summary of the significant research findings, together with the author's conclusions and recommendations. Finally, there is a brief concluding discussion of the major implications derived from this research project to include an analysis and evaluation of the limitations and overall value of the study.

Problem

This study was designed and conducted in order to evaluate current military police-community relations (MPCR) efforts in the United States Army, particularly as these efforts are directed at the military community; and to suggest a "model" of military police-community relations concept and procedure for the Military Police Corps (MPC).

The author contended that the most common and popular concept and practice of MPCR that exists in the

Corps today is directed primarily at military police interaction with the civilian community. It was also suggested that current MPCR efforts are characterized by a heavy reliance on the individual enterprise, initiative, and expertise of the respective local Provost Marshals (PMs), rather than as a natural extension of a comprehensive Corps-wide doctrine of concept and principle. It was also felt that a single program of MPCR concept and procedure could be developed that would be applicable and adaptable to all local PM operations and the military communities they serve.

Purpose and Methodology

The purpose of the study was first to examine the current MPCR activities as reported by a sample of the Corps' operational PMs. Next the study sought to measure and evaluate reaction by a larger number of PMs and former PMs regarding a list of MPCR criterion selected by the author as among the essential ingredients in the development of a sound and effective MPCR program directed at the military community specifically. A "model" was then developed from a consideration of both perspectives, coupled with the author's personal evaluation of the data gathered.

The research conducted for this study was primarily descriptive in nature, exploring as it does, a dimension of military police (MP) activity which, to the author's knowledge, has yet to be comprehensively examined. A

received in time to be included in the data analysis. The high rate of return is attributed to the considerable interest of the respondents in the subject material, as evidenced by the care taken in completing the questionnaire and from the number of added written comments. The response was particularly gratifying considering the length and comprehensive nature of the instrument.

Research Findings

As previously mentioned, the second segment of the questionnaire was designed to acquire data regarding the current level of MPCR activities in a sample of thirty-one respondents. The data revealed that 57 per cent of the operational PMs have no formal MPCR programs whatsoever. Of the fourteen respondents who reported the existence of a formal program, 93 per cent indicated that their MPCR efforts were directed at improving MP Force-civilian police relations; 67 per cent directed their efforts at improving MP Force-local merchant relations; and, 50 per cent directed their MPCR efforts at improving MP Force-civilian news media relations. However, each of the thirty-one respondents held that their community relations efforts, organized or not, were also directed at improving MP Force-military community relations. What is significant, however, is that less than one-half of the PMs can identify an organized MPCR program, regardless of its directed emphasis. This is one of the most important findings of this study.

descriptive questionnaire consisting of ninety-four major items was developed specifically for this study. The data gathered in survey fashion was supplemented with information gathered in a series of personal and written interviews with a number of senior MPC officers. A total of fifty-five questionnaires were distributed in the United States and Europe.

The questionnaire consisted of three distinct segments. The first provided biographical and organization data useful in providing a descriptive picture of the respondents, and enabling the author to consider a distinction among the respondents in terms of assignment status, years of commissioned MP service, and years of PM and/or PM-related experience.

The second segment was designed specifically to provide background data regarding current MPCR practices and procedures generally corresponding to the criterion expanded upon in the third segment.

In the final segment items were developed around the MPCR criterion selected by the author as critical to formulation of a sound MPCR program, and which were considered in the review of the literature. These criterion were: (1) MPCR attitude and philosophy; (2) MP functional roles and MPCR; (3) community orientation (public relations); and (4) complaint procedures.

A total of forty-eight (87%) of the questionnaires were completed and returned, of which forty-two (76%) were

It was found that there are organized community relations councils at only 61 per cent of the installations/ areas represented by the respondents, and that only fourteen of the respondents held membership on the existing councils. Moreover, it was also reported that the major purpose of these councils was to improve military-civilian community relations.

Only 58 per cent of the respondents provided MPCR-related instruction to their MP Force personnel, with but one-half of the respondents orienting the instruction toward improving military police-military community relations. Particularly significant was the fact that but 10 per cent of the respondents provide MPCR-related instruction for the civilian personnel of their respective MP Forces. The character of the MPCR instruction offered stresses police-minority group relations and group (mob) psychology, with less than one-third of the instruction emphasizing applied psychology, crisis intervention (conflict management), or some form of sensitivity training. Only 26 per cent of the respondents reported utilizing the services of instructor personnel from outside the MP Force for their human relations instruction.

The manner of handling complaints against the MP Force varied widely, with little consistency in evidence among the respective PM operations. The PM is the primary recipient of these complaints; and he, along with his Operations Officer (where one is assigned), conduct the

majority of the investigations. Only 61 per cent of the respondents reported that a policy existed for providing feedback to the complainants.

While the above indicators alone may not establish conclusively that MP Force-civilian community relations take precedence over MP Force-military community relations, there is a clear indication that the character and depth of the local MPCR activity is in the hands of the particular PM. It is he who determines whether or not a formal MPCR program exists, what element of the total community is to receive the greatest MPCR emphasis, and how the efforts are supported in terms of resources, instruction, publicity, etc. The total effort, then, is shaped primarily by his personal orientation, initiative, and degree of expertise.

The third segment of the questionnaire was designed to acquire respondent data regarding the MPCR criterion considered to be critical in the development of a sound MPCR program directed at serving the military community. The respondents emphatically agreed that such a program must be based on a comprehensive mutual understanding, and positive total interaction between the local MP Force and the military community. While holding that the PM is the key to developing a sound MPCR program, the importance of support from the local installation commander or community leader was recognized. It was also held that the development of a Corps-wide program of MPCR guidance and principle

is needed, but it not now provided; and that the broad range of civilian police experience in community relations activities should not be overlooked in program development. Rejected was the idea that fulltime PCR personnel must be employed locally by an MP Force to develop and support an effective MPCR program.

It was also recognized that an effective MPCR program would facilitate local law enforcement, crime prevention, and police services efforts in the military community. In regard to the latter, however, the respondents felt that service functions should be carefully screened and evaluated, weighing their individual utility and purpose against the reality of MP Force employment priorities and the resources available. The key to effective service role performance was identified as the individual MP's personal attitude, which is most positively reinforced by prompt and effective recognition of "a job well done." While generally rejecting the adoption of civilian-type dress as an alternate MP uniform, the respondents indicated that the present "Class A" uniform requires modification from both a practical and MPCR standpoint.

There was a strong expression of need for additional MPCR instruction, both formal and integrated, in Military Police Advanced Individual Training, the USA Military Police School, and at unit-level. With the exception of sensitivity training, there was positive

support for expanding human relations training for all MP Force personnel, and the employment of qualified instructor personnel from outside the MP Force in this effort.

There was also strong support for a maximum involvement by MP Force personnel in the MPCR program by encouraging individual participation in military community activities, in providing comprehensive communications media support for the program, and in the PM exercising leadership in formal community relations activities.

The respondents held that the citizen-police grievance procedures are an integral part of the MPCR program, and that the procedures should include an obvious point of entry for the filing of complaints; a simple, written, and accountable means of processing them; that the complaints must be expeditiously processed and investigated; and, that feedback to the complainant must be prompt and conclusive. The importance of the PM's personal involvement in the grievance procedures was heavily supported by the respondents.

Conclusions and Recommendations

In an exploratory and descriptive study such as this, it is important that the findings be translated discretely, but definitively, into conclusions and recommendations. With the conclusions based upon the author's interpretation of the review of the literature, the research findings, and personal experience, two categories of

recommendations are appropriate: that offered for the operating PMs for practical application; and, that offered for consideration by the Military Police Corps for implementation and/or future study.

It is concluded that the degree of community relations emphasis and effort now directed by local PMs at the military community is inadequate in quality and quantity. Generally, these efforts are characterized by a lack of internal organization; a failure to clearly identify common objectives that are founded upon recognized principles of effective MPCR; and depend far too heavily on the enterprise and initiative of the local PM for successful implementation. The MPCR "model" introduced in Chapter V is offered as an immediate comprehensive recommendation for implementation by operating PMs as a means of evaluating their respective programs and efforts, and then in addressing identified deficiencies. The "model" is applicable to all PM operations regardless of the size, composition, or location of the military community to which applied, or the size of the MP Force involved. The MPCR guidelines and principles outlined in the model can be adapted and implemented, subject to local modification, by any PM regardless of his personal experience or expertise. Any further discussion of the "model" at this point would be unnecessarily redundant.

It is concluded that the development of an effective MPCR program depends heavily on the quality of

guidance provided local PMs by the Military Police Corps. The review of the literature and personal experience, coupled with the opinion of the respondents, indicates that existing Corps-wide doctrinal guidance requires additional scope and depth. It is recommended that the suggested MPCR "model" serve as the basis for developing and promulgating the additional MPCR doctrinal guidance directed specifically at MP Force-military community relations, as part of a total Corps' community relations program. It is recommended that specific attention be given to the development of uniform citizen-police grievance procedures.

It is also concluded that the formal and integrated MPCR instruction currently provided in MPAIT and the MP School is inadequate and must be expanded. To this end, it is recommended that the respective curriculums be revised to incorporate formal and integrated MPCR instruction that is based upon the specific objectives, guidelines and principles established by the Military Police Corps in accordance with the previous recommendation. This revised instructional base would then serve as the foundation for in-service MPCR educational efforts at unit-level that are consistent with the fundamentals provided all MP Force personnel in either MPAIT or the MP School.

Limitations and Value of the Study

The findings and recommendations of this study have Corps-wide application. However, it is prudent that these implications be accurately qualified as to a number of specific and very real limitations.

It is recognized that the population sampled in this study is but one element of the military community that is directly involved in the problem. Though the sample includes a significant portion of the total operating PM population, an increase in their number, and a considerably larger sampling of former PMs would have expanded the validity of the total response. Moreover, a larger sample would have made it possible to compare the data of the respondents distinguished in terms of their assignment status, commissioned MP service, or PM experience. While such a distinction was made in evaluating the input for this study, the minuteness and imbalance of the sample sizes was inappropriate. It would have been equally desirable to sample other portions of the military community populations, including the various echelons of the respective MP Forces, other military service personnel, and the civilian employees and dependents of the military communities represented in this survey. Such a comprehensive sampling would have offered a much broader perspective on each of the criterion considered. However, the pragmatic limitations of time, money, and other resources limited the specific scope and depth of the study to that undertaken.

Operating within the above restrictions, it was also necessary to by-pass a more desirable method of data collection, that of personally interviewing each of the prospective respondents. Such a technique would have considerably enhanced the accuracy and validity of the data received. However, the author is convinced that the questionnaire data received reflects the honest and biased opinions of the respondents. This confidence is manifested by the high rate of return, the nature and anonymity of the responses, and the extent of the solicited and unsolicited written comments on the questionnaires, as well as the candid remarks obtained in the personal interviews.

Another limitation of the study is evident in the comprehensive nature of the questionnaire. Its scope was deliberately expanded to include what were considered to be, as a minimum, the criteria that must be addressed as part of developing an effective MPCR program. Because of this broad treatment, however, the number of questions posed for each aspect of the study had to be reasonably limited. Additional items would have allowed far greater in-depth analysis of each aspect. It is also recognized that any specific criterion addressed in this study could have served as the sole basis for an individual research project. It is highly desirable that future studies be encouraged that will not only expand the broad effort undertaken here, but will isolate and concentrate on these and other MPCR criteria.

The basic value of the study appears to be substantial despite these limitations. For the first time data is available concerning the MPCR attitudes, opinions, and current experiences of a significant cross-section of Corps' PMs. While there has been no pretense that all aspects of the problem have been examined, or that any single issue has been explored to the maximum, the question has now been broadly introduced, defined, and interpreted to a degree that provides a substantial basis not only for individual PMs to evaluate and revise their current MPCR programs and efforts, but for the Military Police Corps to evaluate and revise current MPCR doctrine accordingly. The only possible result will be an improvement of day-to-day support by the Corps to the military community and the United States Army.

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- Westley, William A. "The Police: A Sociological Study of Law, Custom, and Morality." Unpublished Doctoral dissertation, University of Chicago, 1951.

E. Other Sources

Wilson, O. W. Address to the Annual Meeting of the International Association of Chiefs of Police, Montreal, Canada, October 3, 1961.

"Sample Survey of Army Personnel, August 1970." Office of Personnel Operations, Headquarters, Department of the Army. Unpublished Inter-Office Memorandum, Office of The Provost Marshal General, Washington, D.C., February 8, 1972.

APPENDICES

APPENDIX A

QUESTIONNAIRE

QUESTIONNAIRE

Instructions

PLEASE READ THE INSTRUCTIONS PRIOR TO BEGINNING THE SURVEY.

1. The survey is divided into nine PARTS.
 - a. CONUS PM respondents are asked to complete all PARTS.
 - b. USAREUR Division PM and Brigade MP Station OIC respondents are asked to complete all PARTS.
 - c. USAREUR Brigade Area PM respondents are to omit PART II, and are asked to complete all remaining PARTS; unless they function as a Station PM(OIC) in addition to serving as an Area PM. If also functioning as a station PM(OIC), please complete all PARTS.
 - d. CGSC Student and all other respondents are to omit PARTS II and III and are asked to complete all remaining PARTS.
2. The majority of items in PARTS III-VIII are answered by responding on a YES/NO or AGREE/DISAGREE basis. However, some of these items, and all other items, often ask for an explanation or comment. These explanations/ comments can be the most valuable and informative aspect of your response.
3. You are encouraged to comment or remark on any item you desire. If space is not provided immediately following the item, or if additional space is required, PART IX (Remarks and General Comments) provides the space needed. Attach additional sheets if necessary. Aside from responding to specific items, your general comments and expressions of opinion on any matter related to the nature and content of the survey is encouraged and welcomed.
4. The best response to any item is that based upon your opinion and personal conviction.

5. To insure a uniform interpretation of terms used in the survey, definitions of common terms are provided on Pages ii and iii, immediately following these instructions. Please refer to these definitions prior to beginning the survey.
6. Do not place your name on the survey. When completed, place the instrument in the stamped, self-addressed envelope provided, and return.

THANK YOU FOR YOUR COOPERATION!

DEFINITIONS OF COMMON TERMS

Area of Responsibility. That geographic area assigned to each Brigade-controlled MP Station or Sub-Station in USAREUR. That area then includes all US-controlled military property/installations/housing areas, etc., for which a given MP Station or Sub-Station has police responsibility; less those installations having organic Division MP support. The term is often abbreviated in this survey as area.

Complaint Procedures. Refers only to the procedures or system followed by an MP Force (at a given installation/in an area of responsibility) to register, process, and dispose of complaints against MP Force personnel or their operations and activities.

Crime Prevention Functions. Those measures taken by an MP Force (and the CID) to prevent violations of, and to encourage voluntary compliance with, the applicable military laws, orders, and regulations in areas under US military jurisdiction.

Community Orientation (Public Relations). All activities, efforts, projects, programs, etc., which serve to mutually inform, educate, and develop increased awareness, understanding, and cooperation between a given MP Force and the military community it serves. Emphasis is given to the word mutually, for unlike the more traditional concept of "public relations," which connotes singular or unilateral efforts by the Military Police to inform and educate the internal military and external civilian communities, Community Orientation encompasses the total effort to not only assist the military community (specifically) in better understanding the mission, activities, capabilities, and limitations of its MP Force; but in turn, to assist the MP Force in better understanding the composition, character, needs and problems of the military community it serves. Thus a comprehensive program of Community Orientation, fostered by the MP Force is an integral part of its overall Community Relations program, endeavors to stimulate, enhance, and maintain positive mutual MP-Community interaction.

Installation. In CONUS, a single geographically defined US Army post/facility; with police responsibility in the hands of a single MP Force headed by an Army Provost Marshal. In USAREUR, those non-Brigade posts/facilities under Division control, for which a Division MP Force has primary responsibility for serving its military community.

Law Enforcement Functions. All measures taken by an MP Force (and the CID) to insure that military laws, orders, and regulations are complied with; as well as the investigation of violations thereof. The application is

consistent with the appropriate degree of military legal authority and jurisdiction held by the US military.

Military Community. That body of Army service personnel and DOD civilians, their dependents, and visitors; who are resident, employed, or guests on a geographically defined military post, installation, or facility on US military-controlled property, or within an area of responsibility; and who thereby become the responsibility of a given MP Force. Visitors are not included in population figures. The term also includes those service personnel and DOD civilians, and their dependents, directly associated with, but residing off an installation or US military-controlled property. The military community is the internal community of an MP Force.

Military Police Community Relations (MPCR). A total program or effort initiated and maximized by an MP Force to enhance and improve relations between it and the military community it serves. Such an effort is intended to improve overall MP Force quality, efficiency, and effectiveness in meeting its law enforcement, crime prevention, and service function requirements. MPCR encompasses the Community Orientation effort.

MP Force. Those US Army service personnel (regardless of MOS) assigned to a PM/MP unit or organization that has police responsibility for a defined installation/area of responsibility. Also included are the DOD and local civilian employees of that PM/MP unit or organization.

PM/OIC. In CONUS, the assigned installation Provost Marshal. In USAREUR, it refers to Division Provost Marshals with specific installation responsibility; and to those Brigade officers responsible for a single MP jurisdiction (MP Station or Sub-Station). An OIC may be referred to locally as a Station Commander. In USAREUR, it does not normally refer to those Brigade officers assigned and identified as Provost Marshals under the area concept of employment, wherein jurisdiction and responsibility is held for several MP Stations and/or Sub-Stations. The exception is when an Area PM also functions as a specific Station PM(OIC).

Service Functions. Those largely miscellaneous, either random or recurring, MP missions and activities which cannot be primarily, or are not normally, identified as Law Enforcement or Crime Prevention functions. Such activities include: gate guards (open post), information posts, honor guard details, school crossing-guards, flag details, community service liaison, courtesy services, etc. (You can think of many others in this category.)

SURVEY*

PART I: Biographical Data

1. Age: _____ 2. Rank _____ 3. Yrs Active Mil Service: _____
4. Yrs Commissioned Svc: _____ 5. Yrs. Commissioned Svc in MP Corps: _____
6. Present Assignment: _____ (Months) 7. Summary Record of Previous Key PMO-Related Assignments: _____ (Months)
- a. PM/OIC _____
 b. Student _____
 c. Other _____
- a. PM/OIC _____
 b. Asst PM/OIC _____
 c. PM Opns OFF _____
 d. Other _____
8. Have you had any formal instruction/training in Community/Public Relations in any military or civilian school? YES _____; NO _____.
 If YES, describe below, indicate length, and comment on adequacy.

PART II: Organizational Data

9. The approximate population of the military community (of the installation/in the area of responsibility) served by your MP Force is: (Estimate the number of people in each category)
- a. Military personnel _____
 b. DOD civilian employees _____
 c. Dependents of both _____
10. The approximate size of the (installation/area is _____ sq. mls.
11. The primary mission of the (installation/area) is:
- a. Depot _____ d. Headquarters _____
 b. Arsenal/Ammo Plant _____ e. Composite _____
 c. Training or School _____ f. Other _____

*For the sake of brevity, all unnecessary space between individual survey items has been omitted here. For the same reason, the YES-NO response options in PART III, and the Likert-type response options in PARTS IV-VIII have been omitted.

12. The size of the MP Force for the (installation/area) is:
- a. Military (all MOSs) _____
 - b. Military (95B, 95C; only) _____
 - c. Civilian employees _____
13. Organizational Chart: (Please provide a brief, descriptive "wire and block" diagram depicting YOUR PMO/MP Station organization. Identify individual sections, i.e., Admin, Opns, Tfc, Ptrl, Gate, Registration, Stockade, etc. Indicate the grade/rank of the senior OFF/NCO supervisor for each section depicted.)

PART III: Military Police Community Relations (MPCR)

INSTRUCTIONS: The majority of items in this PART require a direct YES or NO response, coded as (Y) or (N). Circle the appropriate option or complete the item as indicated.

14. In your own words, what is your definition of Military Police Community Relations (MPCR)?
15. a. Do you have what you consider or would identify as an organized Military Police Community Relations program (at your installation/in your area of responsibility)?
- b. If YES to (a), is your Program directed at:
- (1) The external civilian community?
 - (2) The internal military community?
 - (3) Both?
- c. If YES to (a), is your Program directed at:
- (1) Improving relations with local police agencies?
 - (2) Improving relations with the military community?
 - (3) Improving relations with local news media?
 - (4) Improving relations with local merchants, etc.?
 - (5) Other _____?
16. Are any personnel of your MP Force employed fulltime in a MPCR capacity? If YES, please identify the personnel by rank and position and briefly explain their function(s).
17. Are any personnel of your MP Force employed in a MPCR capacity as an additional duty? If YES, please identify the personnel by rank and position and briefly explain their function(s).

18. Are there any MTOE/TDA spaces in your MP Force organization authorizing Public Relations personnel? If YES, identify them please.
19. a. Is there a Community/Public Relations Council (or an equivalent) actively functioning (on your installation/in your area of responsibility)?
- b. If YES to (a), are you a member?
- c. If YES to (a), please identify membership by position.
- (12 spaces were provided)
- d. If YES to (a), is the Council's primary function to:
- (1) Improve relations between the military and civilian communities?
- (2) Improve relations within the military community?
- (3) Other _____?
20. a. Do the military personnel of your MP Force receive any formal Community/Public Relations instruction?
- b. If YES to (a), is the instruction aimed primarily at:
- (1) Improving military-civilian community relations?
- (2) Improving MP Force-military community relations?
- (3) Both?
21. a. Do the military personnel in your MP Force receive any instruction in:
- (1) Applied psychology (human relations)?
- (2) Crisis intervention (conflict management)?
- (3) Group (mob) psychology?
- (4) Minority group-police relations?
- (5) Complaint procedures?
- (6) Sensitivity or "T-group" training?
- b. If YES to (a), are professional personnel from outside the MP Force utilized to present any of the instruction?
22. Do the civilian employees of your MP Force receive any Community/Public Relations instruction? If NO, why not?

23. Do you conduct regular orientation tours of your PM/MP facilities and activities for:
- Commanders and other key officer personnel?
 - Key senior NCOs?
 - Military dependents?
 - Key DOD civilian employees?
 - Key local civilian dignitaries?
 - Other _____?
24. Do you provide a PM/MP orientation as part of a general military community orientation to all newly arrived military personnel and dependents (at your installation/in your area of responsibility)?
25. Of the following communications media, which: (a) are available for your use; and (b) are employed by you in a MPCR program or effort?
- | | | |
|---------------------------------|----------|----------|
| a. Radio | a. _____ | b. _____ |
| b. Television? | _____ | _____ |
| c. Command Bulletins? | _____ | _____ |
| d. Community Service Bulletins? | _____ | _____ |
| e. PM Newsletter? | _____ | _____ |
| f. Other _____? | _____ | _____ |
26. In support of your MPCR program or effort, do you encourage your MP Force personnel to actively participate in:
- Community Service organizations/activities?
 - Youth/teen organizations/activities?
 - PTA and/or other school organizations/activities?
 - Service Club activities?
 - Other _____?
27. Complaints against my MP Force personnel/operations may be registered with: (Respond to each; if more than one is YES, also circle the most frequent).
- PM/OIC?
 - Operations Officer?
 - MPCR OFF/NCO?
 - Operations NCO?
 - MP Desk Sergeant?
 - Installation/Area Inspector General?
 - Other _____?

28. Complaint investigations are directed by: (Respond to each; if more than one is YES, also circle the most frequently employed)
- a. PM/OIC?
 - b. Operations Officer?
 - c. MPCR OFF/NCO?
 - d. Operations NCO?
 - e. MP Desk Sergeant?
 - f. Installation/Area Inspector General?
 - g. Other _____?
29. Complaints are investigated by: (Respond to each; if more than one is YES, also circle the most frequently employed)
- a. PM/OIC?
 - b. Operations Officer?
 - c. MPCR OFF/NCO?
 - d. Operations NCO?
 - e. Installation/Area Inspector General?
 - f. Other _____?
30. Complaint investigations are normally completed within _____ from the time directed. (Please express in hours or days).
31. a. Is it your policy that complainants always be advised of the results of the investigations conducted?
- b. If YES to (a), how are complainants advised of the results?
- (1) PM/OIC personally?
 - (2) Operations Officer?
 - (3) MPCR OFF/NCO?
 - (4) Operations NCO?
 - (5) Installation/Area Inspector General?
 - (6) Letter? (From: _____)
 - (7) Other _____?

PART IV: MPCR Attitude and Philosophy

INSTRUCTIONS: The majority of the items in the remaining PARTS of the survey are responded to as shown immediately below. Circle the option according to how much you agree or disagree, or complete the item as indicated.

Agree		No		Disagree
Very Much	Agree	Opinion	Disagree	Very Much

32. An MP Force can more effectively accomplish its overall mission if the military community it serves has a positive and confident attitude toward it (the Force).
33. The attitude held by an MP Force toward the military community it serves will affect the quality of its performance.
34. It is essential that a local MPCR program emphasize and support positive interaction between the entire MP Force and the military community.
35. An effective MPCR program will facilitate accomplishment of the overall MP Force mission within the military community.
36. The attitude of the (Installation Commander/Area Community Leader) toward the MP Force will greatly influence a local MPCR program.
37. Each service member and civilian employee of the MP Force must be aware of, and share, his/her responsibility for the success of a local MPCR program.
38. An effective MPCR program can be implemented only when fulltime MP Force personnel are designated and utilized for that sole purpose within the PM/Station operation.
39. The key individual in any local MPCR program is the PM/OIC. (If you disagree, indicate your choice)
40. Responsibility for directing an MPCR program should be delegated by the PM/OIC to the: (Choose one)
- | | | | |
|-------------------|-------|----------------------------|-------|
| a. Asst PM/OIC | _____ | d. Operations NCO | _____ |
| b. Operations OFF | _____ | e. Other | _____ |
| c. MPCR OFF/NCO | _____ | f. Should not be delegated | _____ |
41. The Community/Public Relations "lessons learned" by civilian police agencies have validity in the development of an effective Corps-wide MPCR program directed toward the military community.
42. The principles and guidelines prescribed and recommended in a Corps-wide MPCR program directed at the military community should be applicable to every (installation/area), subject to necessary local adaptation and adjustment.

43. There is ample guidance to local PMs/OICs in DA/MPC doctrinal and operational publications regarding MPCR efforts directed internally at the military community.

PART V: Military Police Functional Roles and MPCR

44. An effective MPCR program will significantly improve the quality of the law enforcement functions of an MP Force.
45. An effective MPCR program will significantly improve the quality of the crime prevention functions of an MP Force.
46. An effective MPCR program will significantly improve the quality of the service functions of an MP Force.
47. MP Force "visibility" is highest when it is engaged in its service functions within the military community.
48. Supervision is the key to positive service function execution by an MP Force. (If you disagree, indicate your choice)
49. In your opinion, what is the order of importance of the factors most affecting positive service function performance?
- | | | | |
|----------------|-------|--------------|-------|
| a. Appearance | _____ | d. Execution | _____ |
| b. Supervision | _____ | e. Other | _____ |
| c. Attitude | _____ | | |
50. The Corps and local PMs/OICs should strive to:
- Reduce MP Force service functions.
 - Eliminate MP Force service functions.
51. Prompt and effective recognition by the PM/OIC for "a job well done" will positively reinforce service function execution by personnel of the MP Force.
52. The PM/OIC should establish a "reward" system for "a job well done" by personnel of the MP Force as the best incentive for continued positive service function execution. (If you disagree, indicate your choice)
53. The present uniform and equipment of the "Class A" MP duty uniform supports a positive MPCR image. (If you disagree, why not?)

54. The MPCR image would be enhanced in certain situations if civilian dress (standard blazer and slacks) were worn by MP Force personnel (excluding CID and MPI requirements). (If you agree, under what circumstances?)

PART VI: MPCR Education and Training

55. Military Police Advanced Individual Training (MPAIT) provides sufficient MPCR-related instruction.
56. Additional specialized MPCR-related instruction should be provided in MPAIT.
57. MPCR-related instruction in MPAIT should include:
- a. Applied psychology (human relations).
 - b. Crisis intervention (conflict management).
 - c. Group (mob) psychology.
 - d. Minority group-police relations.
 - e. Complaint procedures.
 - f. Sensitivity or "T-group" training.
 - g. Other_____.
58. In addition to instruction in specialized MPCR-related subjects, MPCR principles and procedures should be integrated and stressed during MPAIT instruction in:
- a. Search and seizure.
 - b. Apprehension techniques and procedures.
 - c. MP authority and jurisdiction.
 - d. Other_____.
59. Specialized unit-level, MPCR-related instruction for MP Force executive and supervisory personnel should include:
- a. Applied psychology (human relations).
 - b. Crisis intervention (conflict management).
 - c. Group (mob) psychology.
 - d. Minority group-police relations.
 - e. Counseling techniques.
 - f. Work-performance appraisal.
 - g. Complaint procedures.
 - h. Sensitivity or "T-group" training.
 - i. Other_____.
60. Specialized unit-level, MPCR-related instruction for MP Force personnel other than executive and supervisory, should include:
- a. Applied psychology (human relations).
 - b. Crisis intervention (conflict management).

- c. Group (mob) psychology.
 - d. Minority group-police relations.
 - e. Complaint procedures.
 - f. Sensitivity or "T-group" training.
 - g. Other _____.
61. Professional and other qualified personnel from outside the MP Force should be utilized to conduct specialized MPCR-related instruction.
 62. Unit-level, MPCR-related instruction should be reinforced via integration at guardmount (role-call) training.
 63. MPCR principles and practices should be integrated into the training curriculum of each level of formal MP School instruction (OFF, NCO, and EM).
 64. Contributing to a positive MPCR program that leads to increased military community understanding and support of the MP Force is the responsibility of every member of the Force.
 65. An intensive MPCR effort should employ all available mass communications media to present the "MP story" to the military community.
 66. The most effective communications media available to all PMO/Station operations are the Command and Community Service Bulletins. (If you disagree, indicate your choice)
 67. The positive aspects of MP Force accomplishments and activities should be emphasized to the military community via feature articles and stories, etc.
 68. Open-house tours of PM/MP facilities and activities are the best means of "reaching" all elements of the military community. (If you disagree, indicate your choice)
 69. The MPCR program should include a "police" orientation for:
 - a. All newly arrived officer and NCO personnel with command-related assignments.
 - b. All newly assigned officers and NCOs, E-6 and above.
 - c. All newly arrived personnel of the military community.

70. "Grass-roots" involvement by the maximum number of MP Force personnel, on and off-duty, with the military community's schools, clubs, and service organizations, should be encouraged/arranged as part of a MPCR program.
71. Qualified, volunteer MP Force personnel should be assigned fulltime in a liaison role to the schools operated within and by the military community.
72. The PM/OIC should actively participate as a leader in the local Community Relations Council (or equivalent).
73. The PM/OIC should take the initiative in organizing an (installation/area) Community Relations Council (or equivalent) where one does not exist.
74. The PM/OIC should work to insure that the local Council (or equivalent) has equitable and representative membership from within the military community.
75. The mission, capabilities, limitations, etc., of the MP Force should be stressed at Council meetings. (If you disagree, why not?)
76. Maintaining positive community/public relations between the MP Force and the local civilian community is more important than a positive community/public relations effort involving the MP Force and the military community.
77. The natural outgrowth of an effective MPCR program directed at the military community will be an effective program relating to the adjacent civilian community. (If you disagree, why not?)

PART VIII: Complaint Procedures and MPCR

78. The confidence and trust of the military community in its MP Force will be affected by the manner in which complaints against the MP Force and/or its operations are received, processed, and disposed of. (If you disagree, why not?)
79. The military community should be fully aware of the manner in which complaints against the MP Force or its operations are registered.
80. Every member of the MP Force should know precisely how complaints against it are received, processed, and disposed of. (If you disagree, why not?)

81. To what extent do you agree that the essential elements of an effective complaint system are:
- a. An obvious point of entry for the complaint.
 - b. A simple, written and accountable procedure.
 - c. Expeditionous processing and investigation.
 - d. Prompt and conclusive feedback to the complainant and the MP Force.
 - e. Other_____.
82. If there is to be a single point of entry for complaints, it should be the:
- a. PM/OIC personally?
 - b. Operations Officer?
 - c. MPCR OFF/NCO?
 - d. MP Desk?
 - e. Installation/Area Inspector General?
 - f. Other_____?
83. If there are to be several points of entry, they should be the:
- a. PM/OIC personally?
 - b. Operations Officer?
 - c. MPCR OFF/NCO?
 - d. Operations NCO?
 - e. MP Desk?
 - f. Any member of the MP Force?
 - g. Installation/Area Inspector General?
 - h. Other_____?
84. All complaints should be reduced to writing. (If you disagree, why not?)
85. The complainant should receive a copy of the written complaint.
86. A special form should be utilized for the recording of complaints. (If you disagree, why not?)
87. Each complaint should be brought to the attention of the PM/OIC immediately (or via the MPDO/NCO after duty hours).
88. The PM/OIC should decide who will investigate complaints. (If you disagree, indicate your choice)
89. Complaints against a specific member of the MP Force should be investigated by the:
- a. Individual's immediate supervisor?
 - b. Individual's immediate supervisor and a second disinterested individual from outside the MP Force?

- c. Installation/Area Inspector General?
 - d. CID?
 - e. Membership of a standing community Review Board?
 - f. Membership of a standing police-community Review Board?
 - g. Other _____?
90. Complaint investigations should be terminated within _____ from the time directed. (Please express in hours or days)
91. A complainant should always be informed of the results of his/her complaint against the MP Force.
92. When a complaint is sustained by investigation, the complainant should be informed of the corrective action taken (procedural changes, administrative or disciplinary action taken, etc.). (If you disagree, why not?)
93. A complainant should be informed of the results of the investigation of his/her complaint by the:
(Select one)
- a. PM/OIC personally.
 - b. PM/OIC personally and by letter.
 - c. Letter only. (From: _____)
 - d. Other _____.
94. The mishandling or "covering up" of complaints by MP Force personnel should be considered as a serious breach of procedure and professional conduct, and dealt with accordingly.

PART IX: Remarks and General Comments (Please identify all continuations by item number. Include here all comments of a general nature. Attach additional sheets as necessary)

END OF SURVEY . . .

17 April 1972

Dear

I am writing to you at this time to seek your personal assistance in a matter related to my work in the Master's Program, School of Criminal Justice, at Michigan State University.

As a Master's Thesis subject, I have elected to examine the broad subject of Military Police Community Relations; with specific emphasis on Military Police - Military Community interaction. For this effort to be meaningful and realistic, it is appropriate and vital that I obtain input from key personnel in the Corps who now hold, or have occupied, positions of considerable operational responsibility bearing directly on the subject matter.

Thus I am asking that you complete and return the enclosed survey questionnaire at your earliest convenience. Your input will be collated with that of fifty-five other Corps' personnel who have been selected as representative of Provost Marshal experience in a variety of situations in CONUS and in USAREUR. The information accumulated from all respondents will be summarized and evaluated without identification as to source; therefore personal and installation anonymity are assured in the process and final product.

The questionnaire is designed to obtain a maximum of objective data as well as to provide an expression of learned opinion and comment. A less comprehensive instrument would not have done justice either to you or to the project it must support. It would be inappropriate for me to discuss here the reasons for selecting this topic, or the specific objectives I have established for the entire effort. Such information might well influence your position and response to many of the items. However, I am certain you will find the content of the questionnaire quite stimulating; even provocative.

Please give careful consideration to each item, and provide the response that best expresses your personal conviction. Instructions for completing the questionnaire are contained on the next page, and in the instrument itself. When completed, place the questionnaire in the self-addressed envelope provided.

This project and the distribution of the questionnaire are being accomplished with the consent and cooperation of (the appropriate headquarters or approving agency was entered here).

Your cooperation in this research is sincerely appreciated.

Sincerely,

1 Incl
as

DONALD P. GREENWALD
Major, MPC

APPENDIX B

QUESTIONNAIRE COMMENTS

QUESTIONNAIRE COMMENTS

Item 8:

1. Limited--consisting mainly of short two or three day seminar-types. Adequate but not enough depth. Time did not allow for case study or good group discussion.
2. Three semester hours; University of _____. Poor!
3. One three-hour class in P&CR in college--very poor class.
4. Brief inferences on community relations at MP Basic and Career Course. Not considered adequate; however, best lessons are individually experienced anyway. Basics can be alluded to but each situation will present different problems and challenges.
5. Two hours at MPOC--inadequate.

Item 14:

6. Rapport/identification with both civilian/military populace on- or off-post.
7. Those relations with the population served including on- and off-post in the surrounding area.
8. That professional and personal inter-relationship between the police of a community and its total population which creates a strong total community desire that everyone comply with their laws and support their police; this induces a strong desire in their police to be of better service to their community.
9. All efforts to enhance understanding and appreciation for the MP mission; to increase awareness and assistance from the community; and, to present to the public military policemen who are considerate and highly professional in providing service to the community.

10. It is the achievement of a "climate" whereby the military and civilian community manifest a comfortable relationship with the MP family and communications are fluid.

11. A program, formal or informal, established to keep the public (military and civilian) informed; enhance mutual understanding; and, to promote cooperation between the military/civilian community and the military police.

12. The actions and energies expended by the office of the provost marshal to contribute to programs within the civilian and military communities in an effort to make the role of the military policeman known and better understood by all segments of the community.

13. The image the MP projects toward the Military/Civilian community, and his ability to change their attitude toward his law enforcement effort.

Item 22:

14. Clerks--not in contact with the public.

15. These personnel do not become involved in the community in their daily functions to the extent of the MP personnel.

16. (They) do not participate in any public relations positions.

17. All are LNs (Local National employees in Europe).

Item 23f:

18. Periodically tours are conducted for many different groups, but none of the tours are given on a regular basis for any select groups.

19. Boy scouts, girl scouts.

20. Encourage participation for mutual benefit, not as part of the program--completely voluntary.

Item 38:

21. I don't believe an identified individual or two acting as the MPCR coordinator(s) is the proper approach. In fact, it is the wrong approach. The wide-brush approach is best--all cooks, mechanics, military policemen, etc., should get involved deeply in the program continuously.

Item 40:

22. Any attempt to make a "program" rather than address MPCR as a function of the whole makes it a gimmick, and an artificiality for which it is quickly recognized by the public who are used to sales gimmicks.

Item 50:

23. Those which serve a real purpose should be maintained and done well--by definition they are useful. Those which are not should be eliminated. The hang-up over "real police work" is meaningless.

Item 52:

24. As far as incentive goes this is it, but desired professionalism by patrolmen is a better guarantee toward positive service function.

25. Ample reward for professional behavior is already provided for in the present awards and promotional system. Over-emphasis on such a system tends to degrade the professionalism of the military policeman and leads to "grand-standing" during duty performance. Letters of commendation for specific acts and military awards for outstanding professional service during a tour of duty should be sufficient recognition for job performance.

26. To a limited degree--a good job is expected; letters of appreciation, etc., are sufficient.

27. He should be recognized but stimulated to do well out of pride rather than for reward.

Item 53:

28. The present uniform needs modification for improved comfort and appearance--we need to change it, but not for an image.

29. Don't need the leather; need lightweight weapon; badge to replace armband.

30. In the days of "wash and wear" khakis it should be replaced. The green blouse is not designed to be worn under leather. The club is frequently unnecessary, looks awkward, and is offensive to some.

31. The uniform is not designed to compliment the wearing of gear or boots.

32. Many things could be changed for the better: .38 caliber revolver, swivel holster, badge instead of brassard, etc.

33. For Post, Camp, or Station MPs, we should have a more distinctive uniform similar to various Highway Patrols; i.e., Campaign Hat, low quarters (no boots), etc. Present uniform, especially khaki, is difficult to keep neat looking.

34. The soldier with a gun, club, and handirons is negative for image-producing.

Item 54:

35. A social function held in conjunction with and on the civilian economy.

36. Certain social functions.

Item 61:

37. Lawyers, excons with their feet on the ground and not their heads in the clouds like most college professors and preachers.

Item 65:

38. The law compliance story is what to sell--not the MP story.

Item 66:

39. Radio, TV, MP on job.

40. PM Newsletter.

41. MP doing his job with professionalism and believing in the PR program.

42. It's available, but not the most effective. Radio and newspapers or verbal presentation are all more effective.

43. Face-to-face.

Item 68:

- 44. Actual MP duty at local community affairs such as fairs, football games, etc.
- 45. It is a method to be used but won't reach all--so we must use all available.
- 46. Not best--too many people stereotype "MP types" and are "turned off." Individual actions speak loudest.
- 47. The MPs should go out to the community with seminars, classes, etc.
- 48. Not the best. Selected visitors with "tailored" visits accomplish more.
- 49. Not unless you have a good plant--a PM set-up in old WWII temporary buildings doesn't lend itself to a good show.

Item 72:

- 50. CRCs, like most meeting groups waste the time of most participants while solving problems that could be more readily handled by established means (command/staff action response).

Item 73:

- 51. He must do his with the local police community.
- 52. Commander's responsibility.
- 53. This is better handled by the IO, Staff CR officers, or someone else who can put more time in on the project.

Item 75:

- 54. Our job is law enforcement; we should do it well. Talking about it is helpful--pushing it too hard is not.
- 55. The problems of the community and how the community can solve the problems should be stressed. Low-key the police.

Item 77:

56. Military personnel have historically isolated themselves within the geographical and psychological walls of the military community. Carry-over to civilians is always by the leaders who set out to do so--but not usually by others living on-post.

57. The goals of police in support of the military community are not always the same as the civilian community. In some areas of the world they may even be counter to each other.

Item 78:

58. Has very little to do with the influences of the community at-large. Generally it's one individual who won't especially be moved that his case was unjust.

Item 81:

59. Assure that all cases are conducted professionally, thoroughly, and in the best interests of community, government, command, victim, and subject. "Bungled" or "lost" cases, and poor handling of incidents cause doubt and loss of confidence by the overall community.

Item 82:

60. PM/OIC would be best, but all of our PMs don't enjoy the respect and confidence necessary. IG keeps it on a neutral ground--no chance of it being covered up.

61. Shouldn't be single point of entry.

Item 83:

62. Anyone should be able to take complaints.

Item 84:

63. Discourages many valid complaints of a lesser nature that lead to larger problems. Serious complaints require a written statement.

64. Often it is not necessary on minor cases or incidents.

- 65. Depends on the nature of the complaint.
- 66. Depends on the point of entry or nature of the complaint.
- 67. This will keep some people from complaining. It can be put in writing during an interview later. Verbal complaint acceptance is important.
- 68. Having to reduce all complaints to writing eliminates the use of complaints by personnel who wish to remain anonymous.
- 69. Discourages complaints.

Item 86:

- 70. Why create another monster? As long as the 5-W's and How are included, that's all that's required.
- 71. The MPC is already "formed" to death. Use a (DA Form) 19-32 or plain piece of paper or sworn statement.
- 72. Have available existing form now--don't need to create another monster.
- 73. The (DA From) 19-32 is just fine.
- 74. Use statement form.
- 75. Use of witness statement is sufficient.

Item 89g:

- 76. Depends on situation.
- 77. Depends on nature of the complaint.
- 78. PM will determine.
- 79. Depending on gravity of the offense.
- 80. PM; then by disinterested officer.
- 81. Immediate supervisor and Operations Officer.

Item 92:

- 82. Procedural changes yes--extent of disciplinary action--no! To give extent to complainant is to allow him to evaluate adequacy.

83. I don't feel a complainant has the need to know about internal matters.

84. Depends on situation.

85. This has a tendency to make persons look for wrongdoing and even to fabricate complaints as a defense for their own wrongdoing if they know too much about the action taken.

86. Command action--nobody's business.

87. Complainant should be informed that appropriate action will be taken. Only MP personnel should decide punishment--not necessary to tell outsiders what has to be done.

Item 93d:

88. I don't believe that it is necessary in every case to give feedback.

89. Depending on the nature of the complaint.

General Comments

90. This program is only as effective as believed in by the PM and his personnel. Caution! Watch the men who bad-mouth the program--get them out. Also, it is best to be under-strength with dependable personnel than to accept retreads and increase your problems.

91. . . . an operation PM will never be able to do an acceptable job of implementing a good program as long as his assets are about 55% to 60% of authorized strength, and his men are working 12-hour shifts.

92. To most people police are a little like death and taxes. We have to have them, and sooner or later everyone is going to get his first traffic ticket or in some other way, perhaps as a witness, come up against the police--but rarely, and no matter how polite you may be, they are not going to like it. We don't deal with the community as a whole so much that we need to worry too much about "relations." What we need from the community is their help in protecting themselves: tips, phone calls, reports, and a general attitude that crime is the community's problem, not just a problem for the police.

We publicize in the DB and special flyers accounts of how a soldier who has assaulted and robbed had the presence of mind to get a good description fixed in his mind, and

quickly got word of the incident to the Military Police, and how everyone should be alert to such things.

Similarly, a soldier who cared enough about his buddies turned in a suspicious character hanging around the barracks and as a result several soldiers got their property back because a larceny was solved.

I don't see any point in getting across the MP Story and don't look upon it as a matter of urgency that the MP-coached Little League team won a game. It is not a question of knowing how to lodge a charge of impoliteness or brutality against the police that matters, it is when to call them and what to call them about. Cats in a tree should go to the Fire Department, so should fires. But--get crime reports quickly to the police.

Doctors, lawyers, sanitary inspectors and others don't worry about selling themselves--they push what they prevent--disease, legal problems, unhealthy conditions. Do doctors advertise how to file a malpractice suit?

MP relations are with criminals and wrongdoers, nothing will convince a delinquent that a "pig" is not a "pig."

93. A good community relations program takes people (and most PMs I know of are terribly short right now), effective training (and from what I've seen, we'd better spend a little more time trying to turn these 19-year olds into cops and then work on community relations), and time (and there seem to be so many priorities which require the PM's personal touch, experience, training, or whatever). Consequently, spaces for trained people in this area would be valuable. Without it, we are going to try and combine some functions and thus spring some people loose to work in this area--considered particularly important at training centers--where attitudes towards the Army and the MPs begin to crystalize.

94. I oppose special purpose programs for PCR. The only effective way to improve this very important portion of our role is to do things well and openly. Special programs produce reports which will be favorable and provide impressive paperwork, but really don't accomplish much.

Each MP and clerk must understand that all of his actions or omissions effect the environment in which he must work, and his individual support of the program must be gained or he should be removed or "hidden-out" in an invisible job.

Putting old cops in blue blazers and having them hanging around school playgrounds is both a misuse of talent and a confession of failure on the part of police supervisors.

APPENDIX C

INTERVIEW COMMENTS

INTERVIEW COMMENTS

Question 1: What is your personal overview of Military Police Community Relations?

1. I am particularly concerned with the lack of concerted effort directed at the military community. We need to stimulate far greater community support for military police activities and operations than now exists.

2. Our concept of police and community relations is far too civilian community oriented; resulting in too great a duplication of effort in the civil police jurisdictions. We need to concentrate on a police effort that is uniquely our own and directed primarily at our community. Our mission is to serve our community, and we cannot do it so long as we divert a significant portion of our resources and effort to this duplicatory effort outside our jurisdiction.

3. We must re-orient our military community support to meet the pressing needs of today. We must work to reverse the current trend toward increased military police support in unit areas as an assist in restoring unit command integrity and responsibility for internal discipline and order. At the same time, we must gear our crime prevention efforts to support the increased on-post leisure-time activities of the young soldier.

4. Most local provost marshals fail to properly utilize the readily available resources of the Judge Advocate and Information Officer in support of overall military police operations and activities.

5. Despite individual efforts at promoting Military Police Community Relations, we as a Corps are not doing our job.

6. It is difficult to distinguish between internally and externally directed Military Police-Community Relations efforts. Moreover, the local provost marshals, as individual personalities, each responding according to his local resources and priorities, is doing a good job.

7. We're at the mercy of the individual military policeman, and must work each member of the MP Force into every aspect of police-community relations concept and practice.

8. Analyzing the type and characteristics of the community served is most important. Then local efforts must be adjusted and redirected accordingly.

9. We must learn to adjust to a changing environment wherein the military police relationship to the constituency has been considerably altered by heavier command reliance on the military police support, and less on unit commanders and NCOs.

10. We have "missed the boat" by not concentrating enough on the people for whom we are primarily responsible. We do a lousy job of educating our community on military police capabilities and limitations. Our goal must be to improve our "people relations" across the board. It is important that we recognize and adjust to the different and varying attitudes of the community. A practical objective is to reduce and remove irritants between the military police and the community. For our police and community relations efforts to be effective we must work to develop command initiative and support from outside the MP Force. The individual provost marshal bears a heavy leadership responsibility in this particular effort to enlist and hold local command support.

11. Our efforts vary. If the local provost marshal is motivated, his program is good; if not motivated, a poor effort is the result.

12. I would define Military Police-Community Relations as the integration of law enforcement into the community effort to upgrade its "way of life." It includes the rendering of service in all its aspects, both in those obviously helpful functions and those which serve the members who wish to do good by preventing interference in their efforts by those who want to do bad. It is an active rather than passive activity and one in which it is as important to consider the impression made by an action as it is to determine the action to be taken. In short, there should be no MP action without consideration of its impact on community consciousness.

Question 2: Can and should the Military Police Corps develop and promulgate a program of Police and Community Relations principles and procedures having broad local application?

1. Guidelines are a good idea; however, a finite, closely structured program is impractical. The individual provost marshal must have some flexibility in the manner in which he works to implement the guidelines.
2. The imaginativeness of the local provost marshal is the key regardless of the guidelines.
3. We can provide guidelines. We have been far too Corps-oriented in our decision-making process. This highly parochial attitude has too often compromised our effectiveness in doing what is right for the Army.
4. Young provost marshals can use additional guidance beyond what is now available. Police-community relations efforts should not be left entirely to the local provost marshal.

Question 3: Does an effective MPCR effort require fulltime Police-Community Relations units in the local Provost Marshal Offices?

1. No! We must improve and develop a positive community relations attitude among the entire MP Force.
2. Yes--we can afford it. Without infringing on the responsibility of the provost marshal for the community relations effort, we can provide a fulltime Deputy for Community Relations who would work on the same level as MP Operations and Administration. His primary function should be the internal community relations education of the MP Force.
3. No--it's a waste of resources which we don't have to begin with.
4. A community relations structure already exists on installations. The provost marshal is the police-public relations man and the responsibility should not be delegated.
5. Generally yes! However, we encounter problems of internal Army organizational structure. We already have Public Information Offices and other agencies to handle this function. The Army will be more than reluctant to add more fulltime personnel. What we need is for better training of our laymen and to keep the entire MP Force involved. A strong working relationship with the Information Office is needed, and this is the responsibility of the provost marshal to develop.

6. No! Everyday, total, and spontaneous involvement by the entire MP Force is the key.

Question 4: Is there a correlation between MPCR and civilian Police-Community Relations experience?

1. Yes! We have considerable expertise as a police agency, but should draw more from the experience of anyone who can help. We do this now locally, but we must endeavor to sustain a Corps-wide effort in taking advantage of outside expertise. We can learn as much from their mistakes and failures as we can from their successes.

2. We must learn from them (civilian police). We have in many ways already, particularly in vehicles and equipment.

3. Yes--a direct correlation exists in many areas despite differences in environment and population.

Question 5: Is our instructional program adequately supporting a positive MPCR effort?

1. No--particularly as it is directed at the NCO level. The military police supervisor is the key; and the Military Police School and Military Police Advanced Individual Training are not yet doing enough.

2. Today our entire instructional program should be placed in a community relations setting and context. This would add a whole new dimension to our instructional effort. It takes no more time to integrate the principles of sound community relations efforts throughout all our Programs of Instruction. Our minority group relations instruction is far too quantity-oriented--and lacking in quality. We now have strictly a trade-school approach to our instructional efforts.

3. We must concentrate far more on the quality and attitude of the instructor if we are to promote PCR throughout our training effort. The attitude of the instructor is all-important, no matter how good the lesson plan(s) may be.

4. We must develop a consistent PCR approach in our instruction appropriate to the level of the student. Principals and procedures for sound PCR apply across the board, varying only in emphasis and complexity to suit the specific audience. A single committee should develop the pure and integrated curriculum for MPAIT and the MP School courses. The formal training would be the basis for on-going, in-service training at unit-level, supplemented by the local provost marshal to incorporate and adapt to local environmental situations.

5. There is not enough time for all. Training time is expensive and we must balance our priorities. We should avoid isolating PCR basics wherever possible and concentrate on integration.

6. There is far too little PCR instruction. I'm not certain as to what the School can do. The provost marshal and unit in-service training is probably the real key to PCR instruction. However, while that might suffice for the enlisted MP, the School must lay the foundation for the officer and NCO.

7. PCR training must strive to reduce police-community irritants.

8. Generally no! We concentrate heavily on tasks and technical aspects in the limited time available.

Question 6: What are your comments on current military police public relations efforts?

1. Many of our local provost marshals are over-counciled and over-committed; to the point of being counter-productive. For community relations purposes, a quarterly meeting is sufficient. Actually, it's all a matter of attitude on the part of the provost marshal.

2. We can and must do far more on-post. "Twenty-five cent" tours of the installation, tours of military police facilities and activities, more on-post liaison visits, etc., must be promoted involving all members of the MP Force.

3. School liaison is a good idea. Select the right people, put them in the schools, support them, and leave them there.

4. It is important that the military community know the military police have the backing of the Commander. That message must get across loud and clear, and be reinforced periodically because of personnel turnover in the military community.

5. Good school relations are important. Thus far we have largely overlooked this aspect of community involvement. The youth have peculiar attitudes and problems which are distinct from the remainder of the community; and we can't deal with this with an "across-the-board" police support attitude. There could actually be a manpower savings as a result of fulltime liaison work. We could also work with the off-post schools equally well. We ought to try something in this area.

6. Soft-sell the military police all the way. Routine actions and activities done well speak loudest.

7. The provost marshal must gain command support. This is public relations. Everything else will naturally follow.

Question 7: For other than Military Police Investigators and undercover activities, is there room for considering military policeman functioning in civilian dress in carefully selected activities?

1. There is considerable room for improvement in our uniform and equipment. There may well be a place for civilian clothes in very carefully selected circumstances. It would not be inappropriate to experiment.

2. We can do more in the area of dress. Tradition can and is being broken. There is room for considering civilian dress, particularly for certain social gatherings where unobtrusive military police support is appropriate.

3. Possibly--nearly all items of clothing and equipment are now under study for possible revision and improvement. The civilian police have addressed this area and have made considerably more improvement than we have thus far. It is important, however, that an MP be recognized at 360 degrees. It may be enough to limit civilian dress to CID and MPI personnel. Anything more would be very limited. Provost marshals must work to educate the community to overcome their rank-consciousness in regard to MPs functioning in or out of uniform.

4. The uniform and equipment must be improved, and we are working on this now. We are now considering the badge, revolver, display of rank, vehicles and vehicle equipment, and detention cells. Perhaps a look at the MP Desk is next. There is a legitimate place for civilian duty dress; school liaison is one, court liaison is another.

5. No civilian clothes!

6. We are engaged in a variety of studies on changes to the MP uniform and equipment. Many of the proposals which satisfy the specific desires or needs of the patrolman add up to a uniform that is markedly different from that of the duty soldier. While I feel strongly that we must do better by our MPs, I feel just as strongly that he must retain his identity as a soldier first and an MP second. He must remain "Of the Troops;" therefore, the uniform, however modified, must retain an obvious close relationship to the standard Army uniform.

7. I agree, although I have a hard time finding a situation where a uniform-type of civilian dress would be markedly better than personal civilian clothing. In the presentation of drug information, participating in race relations seminars, speaking before civilian groups, etc., where the wearing of the uniform would detract from credibility or rapport, the standard dress could be appropriate.

Question 8: How do you feel about the time and effort expended by the military police on service activities and functions in support of the military community?

1. This is simply part of our mission with nothing distinct about it. Each of our activities must routinely be evaluated for appropriateness in terms of benefits derived versus effort expended. That goes for them all; law enforcement and crime prevention as well as service functions.

2. Too often we "bite-off" more than we can handle simply to promote the Corps. The adverse results are often quite predictable.

3. Nothing is inevitable; nothing is here to stay. Where we can justifiably play down service activities--do so. We must get out of as many strictly administrative activities as we can--but based strictly on their individual merits. The provost marshal must take the lead in finding acceptable alternatives in the community. Local commanders can be educated. Where we do get involved, effective supervision and sound execution pay handsome dividends.

4. Public areas belong to the military police for law enforcement and legitimate police services. The senior occupants in our housing areas should be kept strictly administrative and stay out of police matters.

5. It's a question of priorities to be worked out by the provost marshal with the local commander. We must do what's good for the Army first; the military police second. What we must do must be done well. A poor job of execution in any function only degrades the Army.

6. Service functions can normally be lumped under law enforcement or crime prevention. Where they are contributive, support them to the limit of our capabilities.

7. Play down service activities and get rid of them wherever possible.

Question 9: What are your comments on the handling of complaints against military police personnel and their activities?

1. Prompt feedback to the complainant is the most important consideration. If we could afford a fulltime PCR man or unit, the handling of these complaints might be their most important function. We should investigate our own. The provost marshal must stay on top of these matters and keep the supervisors directly involved as well.

2. Expeditious investigation and prompt feedback are the most important issues. The Inspector General should handle the investigations. His Office is already available and it's his function. No type of review board is necessary.

3. We must counter our over-protectiveness and "white-washing." We should consider a "hearing-body" that would report it's findings and recommendations to the provost marshal. The panel would involve the on-post population. The provost marshal and Judge Advocate should be represented on such a panel; perhaps also representatives from other elements of the community, such as the dependents. Effective handling is good for the image and we should have nothing to hide. We could remove another police irritant and raise community confidence in the MP Force. We must be consistent in our approach throughout the Corps.

4. I believe in the IG system. Our provost marshals are far too protective in this area.

5. We need to evaluate all of the schools of thought on this issue, and not close our minds to any. There should be a single approach across-the-board.

6. The handling of complaints is important, but it is a very insignificant part of MPCR in _____. If a complaint is made within the _____, any point of entry suffices, and the individual is routinely apprised of the results. Almost inevitably, however, the complainant has been involved in an incident which has involved no small culpability on his own part. Therefore his credentials as a responsible member of the community are suspect, virtually without exception. While the fact you have a standard complaint system may promote favorable MPCR, it's inner workings have little impact on the military community, individually or collectively.

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