1944

A Model Crime Prevention Division

Eleanor Gerard

Follow this and additional works at: <https://scholarlycommons.law.northwestern.edu/jclc>

Part of the [Criminal Law Commons](#), [Criminology Commons](#), and the [Criminology and Criminal Justice Commons](#)

Recommended Citation

Eleanor Gerard, A Model Crime Prevention Division, 34 J. Crim. L. & Criminology 344 (1943-1944)

This Criminology is brought to you for free and open access by Northwestern University School of Law Scholarly Commons. It has been accepted for inclusion in Journal of Criminal Law and Criminology by an authorized editor of Northwestern University School of Law Scholarly Commons.

A MODEL CRIME PREVENTION DIVISION

— I —

Eleanor Gerard¹

The Problem of Crime Prevention

There is little need to reiterate the vast importance of crime prevention. One has only to glance briefly at the statistics — which indicate that young people from fifteen to twenty-one years constitute more than forty percent of the nation's burglars and nearly half of the automobile thieves — that nineteen-year olds offend more frequently than persons of any other age — to realize the gravity of the problem. Youth is the mainspring of the country's crime situation, and should be the center toward which all crime prevention efforts are directed. Crime prevention activities resolve themselves into two types; one type operates upon the individual directly, and the other seeks to improve the general conditions which are contributory to crime. The importance of simultaneously considering the unadjusted individual and the social community of which he is a product is brought out by the accepted definition of delinquency as a social concept, and the realization that delinquents are products of their successive social experiences.

The place of the police in crime prevention activities has been heatedly debated, and strong adherents have lined themselves on both sides of the question. The White House Conference has gone on record as being opposed to direct police participation in crime prevention. A distinguished child psychiatrist has recently expressed the view that the police symbolize authority and by that very symbolization are handicapped when they attempt the treatment-role. This writer believes that there are at least three concepts which point to the desirability of active police leadership in the crime prevention problem.

1. — Surely no agency knows better than do the police that delinquency is too complex to be dealt with by any single method. Tremendous social, economic, educational and legal forces have their manifestations in specific factors such as blighted areas, lack of play space, unsuitable school programs, marital dissension, over which police have little control, but to which they can, by their authority, demand solutions both immediate and long-time. A plan of social treatment requires the sustained, consistent cooperation of home, school, church, municipal administration, and social

¹The author is Vice-Principal of the War Relocation Authority's High School in Topaz, Utah. This study was done under the direction of O. W. Wilson, Professor of Police Science in the University of California at Berkeley, and a member of the Advisory Editorial Council of this JOURNAL.

organizations. Behind such plans the police can effectively enlist, even marshal, these combined forces because of the very authority of the law. The sponsor of each program — educational, welfare, recreational — believes that it has “the” answer to delinquency; this “vested interest” in the problem makes real, co-ordinated community planning impossible. The police are in a position to cut this Gordian knot, for the voice of the law is the one sound to which all interests hearken.

2 — There is no doubt that in the matter of crime prevention, the responsibility for treatment must be placed where it belongs— on the child guidance clinics, the recreation departments, the child welfare agencies, et cetera — and that the problem child should be placed under competent specialists at the earliest possible moment. Some person or agency must *start* this process, and that is the logical function of the police. The police department comes into wider contact with the community than any other functioning unit, and therein lies its invaluable opportunity to be the community “sieve”, to be the “intake center” for the community where problems can be discussed and referrals made to court or to non-judicial agencies.

3 — The schools of the community are primarily concerned with education, the church with meeting spiritual needs, the social agencies with the provision of various social services; only the police are primarily concerned with the conduct of the individuals who make up the community. The police have the results of a poor crime prevention program to meet; they view crime prevention as an immediate necessity and their ultimate responsibility. Crime prevention should be a police program because their's is the most dynamic interest in the problem.

Functions and Organization of a Model Crime Prevention Division.

The functions of a crime prevention division may be divided among three fields: community activities, elimination of hazards, and treatment of the individual.

The importance of police participation in community activities is acknowledged by all authorities in the field. This participation is the opportunity for the police to insure community co-operation for the crime prevention division, and furthermore provides the means by which the police may exert an influence in long-range community planning. The police participation should not be direct; i.e. the police officers should not be doing the work of scout leaders; nor of recreation leaders; by so doing the police are only being stop-gaps and are patching up the defects of a poor recreation department or a faulty group-work agency. More ultimate good will will be accomplished if the police point out these

needs and gaps in the community reresources and insist on action in remedying the situation.

Specific methods by which the staff of a crime prevention division can participate in community activities directed toward crime prevention are: (1) Membership in Co-ordinating Councils; Oakland has no such council but the police should call attention to the need for this proven aid to community planning in crime prevention. (2) Membership on city-wide committees, such as are set up by sections of the Oakland Council of Agencies. (3) Membership on special planning committees, such as are set up by sections of the Oakland Junior Chamber of Commerce. (4) Co-operation with community surveys and studies. The importance of surveys of the crime and youth problem is obvious; Oakland is in need of them, and the facilities might be provided by the Council of Agencies or by specific assistance in special studies by graduate students in public administrations or social welfare at the University of California.

Other specific methods of participation are of a sponsoring, advisory nature: (1) Membership on boards of directors of social agencies, such as the Filbert Street Boys Club, the Big Sisters, the Trinity Community Center, the YMCA, et cetera. This type of police participation not only encourages good will and co-operation from the public, but directs agency attention to the close relationship of their work with crime prevention. (2) Membership by staff and other patrolmen on the sponsoring committees of Scout troops and kindred groups; national organizations such as Scouts are required by national headquarters to have a sponsoring group of adults for each boy's group, and very often in West Oakland work has been held up because such adults could not be found. Not only would this type of participation insure the continuation of needed work but provides opportunities to show children and parents the constructive interest of police in this type of activity. (3) Appearance of interested officers at social and public functions of young people's activities, such as Scouts Courts of Honor, Dads-and-Sons or Dads-and-Daughters dinners, Co-Recreation Nights, Center dances, and so on. The reaction of young people to a recent incident at a Center dance serves as an example of the value of such contacts. A police officer who is a sponsoring committee member arrived at the dance with his wife; the youthful members were delighted that an officer would have so much genuine interest in their activities, rushed to introduce escorts and girl-friends, and have since been proudly claiming acquaintance with Officer and Mrs. Blank!

The elimination of hazards is of great importance because it is the most vital part of the community's effort to protect its youth.

Actually, of course, these protective efforts are being ceaselessly carried on by the police patrol as a part of the regular police program. The patrol of parks, playgrounds, vacant lots, public gathering places, bars, and so on, to prevent the operation of degenerates, panderers, or the sale of liquor to minors, et cetera is routine patrol, but the crime prevention division extends a specialized patrol to those places known by them to be frequented by young people. These include bars, dance halls, rinks, and amusement places. In Oakland for example, the high school, post-high school, and young service crowds frequent Rollerland, McFaddens and Sweets Ballrooms, the Wonder Bar, Crabby Joe's Big Barn, and numerous bowling alleys. An employee of a prominent amusement place in Oakland has three illegitimate children by as many high school girls! That such a character should have been known to the juvenile officers and his activities stopped goes without saying. Further elimination of hazards would include police surveillance of railway and bus stations (the Sixteenth Street Station, the Greyhound-Peerless Depot, the Burlington Trailways Depot, the Fruitvale Depot, the Western Pacific and Southern Pacific Stations at the foot of Broadway, as well as the larger commuter depots located along the various San Francisco train routes); careful watching of the department and "dime" stores; checking on newspaper ads; preventing sale or distribution of obscene literature; as well as licensing and observing of youngsters in the street trades.

The Bureau of Adjustment in the Division will carry out most of the treatment functions of the police, although the other bureaus must have the basic purpose of "treatment" as an underlying philosophy. Details of techniques used in treatment, especially that of the interview, will be considered later. Activities within the treatment functions are (1) compilation and distribution of a manual of specialized resources, (2) the careful investigation of each case, (3) police probation, (4) and in cases of serious recidivism five distinct activities: provision of physical examinations, provision of psychological examinations, school records and conferences, investigation of home background, and social diagnosis.

In the treatment function of the Crime Prevention Division, it should be emphasized that in cases serious enough to warrant it, immediate referral is made to the Juvenile Court for legal action. Facts concerning the Alameda County Juvenile Court to be borne in mind are: that the Court is most reluctant to take action in "unfit home" cases; that it insists on extreme gravity of offense before it will declare a child a court ward; that it favors foster-home placement of adolescent offenders on first commitment and very little supervision of children in their own homes with the

institutionalization if there is any recidivism²; that the Court does inevitable result that probation per se is not particularly effective, and that there is now available to the Court competent psychiatric assistance due to court-school co-operative sponsorship of the Child Guidance Clinic at the Children's Hospital of the East Bay.

A MODEL CRIME PREVENTION DIVISION

* - MAN
 ° - WOMAN

To carry out these functions of the Crime Prevention Division it is recommended that the organization be divided into bureaus, as shown in the chart above. These bureaus are: Bureau of Adjustment, Bureau of Domestic Relations, and Bureau of Investigation. The jurisdiction of the Bureau of Adjustment includes all juvenile offenders, including juvenile traffic offenders. Based on the concept that all juvenile official contact with the police should be with officers trained to handle juveniles, the writer urges that bicycle registration and juvenile traffic patrol be handled by the Bureau of Adjustment. Experienced police officers have expressed the belief that the juvenile traffic patrols should be placed in the traffic division, but where juveniles are involved the welfare of these juveniles should be the primary concern, and only secondary is the function which they may be able to perform for the police department. Unless the police use this as a working concept they lay themselves open to the charge that they are verging on exploitation of juveniles. Furthermore, the juvenile traffic patrol, if

²The placement of adolescents in foster homes is an acute problem due to the small amount paid by the county to the foster parents and to the difficulty of handling adolescents.

well supervised, is an important resource for crime prevention efforts. It may be that, as a member of such a patrol, a maladjusted youngster under close supervision, has his first real "success" experience. But few traffic police may have the inclination or ability to provide that supervision. Due to the fact that statistics indicate that most bicycle thefts are by juveniles, the investigation of these thefts has been made a duty of the Bureau of Adjustment.

Within recent years several prominent district attorney's offices in various sections of the country have instituted "bureaus of domestic relations" to handle all problems bearing in any way on domestic relations which come to the district attorney. These bureaus have proven to be successful, and in every instance have been staffed by a deputy district attorney, a social worker, and a police detective. Heads of these bureaus have expressed the opinion that its location in either the district attorney's office or the police department would be satisfactory. In the interests of preventing repetitive contacts and of settling cases with socio-legal aspects competently and quickly, the writer places the Bureau of Domestic Relations in the model Crime Prevention Division. There the legal, police, and social staff handle all crimes against the person (involving juveniles) and against the family, including destitution, abandonment, non-support, neglect. This bureau also handles cases of contributing to delinquency of minors, cases of degeneracy or perversion, and of "show cause" truancy cases. Because of their possible legal aspects to obtain support from legally responsible relatives and the family case-work involved, cases of mental illness and of aged or indigent persons will be within the jurisdiction of the Bureau. The social-work implications of attempted suicide cases also causes them to be placed within the Bureau's province. The same philosophy justifies placing kidnap cases—by a relative and not for ransom—among the Bureau's duties.

The Bureau of Investigation is charged with the responsibilities discussed previously in the Division's function of eliminating hazards. This Bureau patrols, investigates, and inspects dance halls, rinks, amusement places, bars, rail and bus stations, department stores, checks on and grants licenses to youngsters in the street trades and other cases of minors working (close co-operation with school authorities who grant working permits to minors is assumed), and on questionable newspaper ads, and on obscene literature. Because of the very real "crime prevention" aspects in the problem of missing persons, this Bureau has the responsibility of investigating "missing persons" reports, both adult and juvenile.

It is assumed that in any of the cases handled by either of the three bureaus, those problems warranting such action will be

turned over to the Detective Division. It may be hoped that the placement of a detective in the Bureau of Domestic Relations and in the Bureau of Investigation will insure this vitally necessary co-operation between the Crime Prevention Division and the Detective Division.

As to the problem of adult women offenders the writer sees no reason for mixing this and the function of crime prevention. A good police department will have policewomen on the patrol and a matron in the Jail Division so that the adult women offenders may be handled in the same fashion as the male, but by women officers when deemed necessary. Of course, good inter-departmental relationships decree that in any cases where needed the women staff members of the Crime Prevention Division may be called in to assist any other division.

Details of Administration

The first detail to be considered is the problem of personnel qualifications. The following is proposed:

Physical Qualifications: Age: (at entrance into the Division) 25-35 years. Height: (women) 5 feet 6 inches, (men) 5 feet 8 inches. (Note: this is based on common psychological theory that the tall person automatically and instantly commands a greater respect and attention than a short person, but this is a moot question). Condition: Excellent.

Educational Qualifications: (1) An A. B. from an accredited college or university, with a major in sociology, education, public administration or police administration. (2) Satisfactory completion of one year of graduate work, with specialization (for women) in social work and a certificate of completion, and (for men) with specialization in public or police administration.³

Experiences: (1) Active participation, paid or volunteer, in some phase of group work (e.g. Boy Scouts, Y.M.C.A., Y.W.C.A., Girl Scouts, Girl Reserves, Boys Clubs, camping, recreation, co-educational groups, etc.) over a period of one year. (2) Active participation in a social agency in an advisory capacity. (3) Specialized experience: For men, one year in police work; for women, one year in a social agency.⁴

³This specialization for men is included with the possibility in mind of promotion to Division head.

⁴The writer strongly recommends that experience should include particularly some contact with group work. A case-worker sees only the individual, and invariably fails to see the individual in the social community picture. A case-worker with group work experience has an ideal background, for he or she then has a knowledge of individual mechanisms plus a knowledge of group dynamics, group pressures, and the importance of individual adjustments to groups. Social agency advisory experience indicates that the worker has accepted his or her responsibility as a member of the community and has gained an invaluable knowledge of the problems of the agencies and resources which the Division must look to for help and cooperation.

Personality Qualifications: An ability to get along with people, an ability to inspire trust, an ability to accomplish a great deal without seeming rushed (i.e. composure), physical and mental alertness, emotional balance, fairness, tact, self-control, resourcefulness, warmth, honesty, and integrity.

It is assumed that exception may be made to the above personnel qualifications in cases of officers who have unquestionably demonstrated an interest and ability in the field of crime prevention.

Sex

It is recommended that a man be head of the Division because: (1) of the necessity of close co-operation with other divisions within the police department; (2) of the necessity of supervision of other men officers on the staff of the Division; (3) of the tendency toward emotional instability which women display when under constant pressure, as is the head of a Division. On the other hand, a woman intake worker and a woman case-worker will more quickly establish the desired relationship with those who come to the Bureau of Adjustment. The officer in the Bureau should be a man, for it goes without saying that many cases will require the weight of masculine authority. In the Bureau of Domestic Relations the detective, and the attorney, should be men, with a woman case-worker to handle the more delicate aspects of domestic cases. The Bureau of Investigation should logically be staffed by a man detective and by both men and women patrol officers so as to cover all possible situations most thoroughly.

The "Intake" Problem

The intake worker is the person who first meets the client in the office, who determines whether the problem can be handled by the Division or should be referred to another agency immediately. The intake worker must be unusually skillful in interviewing, for this first interview sets the tone of the Division's relationship with the client and the public. (In this connection, the importance of the stenographic force should be remembered; even the manner in which the telephone is answered reflects the attitude of the entire police department. The clerical staff must know and be in sympathy with the spirit and philosophy of the Division.) The intake worker's attitude is marked by courtesy, thoughtfulness, dignity, and is competent and business-like. Her skill in interviewing is backed by an ability to make a quick analysis and to determine which Bureau within the Division should be assigned to the case. The relevant facts must be quickly elicited and a confidence in the Division established with the client. An additional ability to skillfully transfer the client (and the client's "rapport") to another officer is required. The intake worker must have at her fingertips

complete and up-to-date knowledge of community policies and resources, to be able to answer questions and to centralize this knowledge for the entire Division. In the office should be maps, street guides, directories of national and local agencies, specialized agencies which may be frequently used and complete information as to their addresses and rates. For example, the Salvation Army Home and Hospital is the Oakland agency available to unmarried mothers, and their rate is twenty dollars per month plus a thirty-five dollar maternity fee. But venereally diseased unmarried mothers must be referred to the Family Service Bureau for further referral to the Ruth Home in Los Angeles. Further examples of the importance of knowing policies are seen in the facts that the organized youth programs in Oakland have excellent professional leadership but all are most reluctant to accept referrals of problem children—that although the Filbert Street Boys Club will accept all referrals it restricts intake to younger boys—that the Oakland Recreation Department does not encourage its playground directors to work with problem cases and its personnel turnover is so high as to cast some doubt on its effectiveness as a resource; but that the community centers maintained by the same department with resident directors are excellent resources; that the Big Sisters of Alameda County, Ltd. offers the only group-living placement for adolescent girls in the Bay community, but the agency is not staffed to handle counselling referrals.

In any discussion of the treatment of individuals there are certain basic techniques which we can lay down as prerequisite, regardless of who is being "treated". These are so fundamental as to seem to be ordinary courtesy, but they are almost universally ignored. For the crime prevention division these techniques will guarantee co-operation and goodwill from other agencies, inquirers, or public; they will be discovered to be necessary for the establishment of a good relationship with any client, adult, or juvenile.

The staff member (1) greets an interviewee cordially and introduces himself or herself; (2) invites the interviewee to be seated and gives him a chance, in quiet, privacy, and comfort to tell his own story. Any treatment program must begin with an individual's own evaluation of his problem, so it is important for him to have this opportunity to tell his story fully, in his own way, at his own pace, and without fear or tension. (3) In an interview in which the interviewee does not begin immediately to talk, the interviewer may begin leisurely with common interests; the interviewer identifies herself with the interviewee by agreeing in likes, dislikes, and mutual points of view. From common interests the discussion will inevitably go on to a relating of experiences or unique interests, into which the interviewer can inject questions

which will reveal reactions and attitudes. (4) The interviewer never expresses criticism, resentment, hostility, or disgust toward the interviewee. All judgment or moralizing is to be avoided. (5) The interviewer always makes sure that both understand what has been said, repeating if necessary or putting a statement into other words. (6) The interviewer never permits the interviewee to falsify; instead he inquires why the interviewee feels he must use a false story. (7) The interviewer's attitude should be one of genuine interest and never "prying." The absence of a sincere interest is felt immediately by anyone, especially children. (8) An interview should be closed when interviewee is at ease emotionally and can be gracefully ended by a review or summary. A "what didn't we cover?" or "what shall we plan to go over next time?" points to a further interview. The interview has been successful if the individual feels that there is a kinship between him and the interviewer; a kinship grounded in interest and according him the status of a friend. From this he gains the emotional security which is the basis of "rapport"—that overworked social-work term—which indicates a harmonious relationship. To be considered in the problem of initial interviews are the importance of first impressions, (particularly in police work where previous prejudices may have been built up) and the importance of establishing a working relationship so that clients will be willing to accept advice or referral.

All problem children have certain characteristics that should be borne in mind in the treatment of the juvenile. One is rebelliousness against authority, and that authority may have been exemplified to the child by school, by parents, by social pressures of friends, by the expected routine of meals and sleep, by behavior termed "acceptable" by society. A second characteristic is the tendency to seek attention, and the manifestations of this are numerous. A third characteristic is the tendency to "test out" adults. Any or all of these are to be expected and the workers should be able to recognize them.

There are three so-called "roots" of delinquent conduct, all of which must be borne in mind and isolated for further attention. First is the physical factor, elements in which are: glandular unbalance, malnutrition, focal infections, and the importance of sight and hearing. Second is the intelligence factor, in which to be considered are the three classes of the very low intelligence, the merely dull or borderline children, and the superior child. The third factor is environmental difficulties, under which the home should be considered first. Important considerations in the home situation are parental dissensions, broken homes, relations between parent and child, relation between siblings, economic and social

conditions, and the element of security. A further environmental factor is the school, where should be considered the relations with the teachers, the process of school socialization, academic requirements and the child's ability to meet them, the achievement of "success" experiences at school. A third environmental factor is that of recreation and friends, in connection with which should be considered the time and place of the child's recreation, the importance of friends to insure a sense of "likeness," and of participation in a social group.

In the treatment of a juvenile first offender whose offense is not serious and who has no previous record as a problem in school or social agency, the most important element is parental supervision. It is strongly urged that after interviews with child and parents (separately and together), the parents have made available to them a "manual of resources." This manual will indicate the character-building and group-work agencies, addresses and telephone numbers, meeting places and time, names of leaders; likewise child welfare agencies and special services such as clinics, which parents may wish to utilize. The parents should be assured of the availability of the Division for future advice. The Department of Individual Guidance of the Oakland Schools is to be immediately informed of the police contact, and close attention from the school recommended. Such a case should be automatically cleared and registered with the Social Service Index of the Alameda County Charities Commission.

For the first offender whose previous record in school or with social agencies shows him to be a problem there should be an exhaustive investigation. The importance of a complete investigation cannot be over-emphasized. The writer was made acutely aware of this by the realization that in the agency in which she was a worker the worst recidivists were the cases in which the poorest investigations were made and only meager information had been obtained. A lengthy and detailed preliminary investigation may prevent recidivism; bearing in mind that delinquency is a symptom of deeply-rooted personal or environmental difficulties, the investigation should be complete enough to bring out all factors. For the problem-first offender "police probation" is not out of order. Very little analysis has been made of this as a treatment technique but it is worth further experimentation; conditions of police probation should vary according to circumstances, and in the case of this type of first offender home visits may be the only necessity. Participation in boys' clubs, Scouts, et cetera should never be forced upon a child, because such motivation behind such participation renders the work of the agency almost valueless. Agencies usually prefer to use their own methods of inviting youngsters to

participate in activities. In some cases workers make the invitation in person and later call for the child, depending on the personal contact or the description of activities to "sell" the program. Calling for youngsters who live at a distance from the activity center and escorting them home later is a worthwhile activity for volunteers; besides providing transportation this gives the child an opportunity legitimately to bask in adult attention. Using the results of the investigation the Division should swing every necessary community agency behind the case. If Index clearance shows certain agencies still interested they may be requested to take action. The Division can well follow up these referrals by means of telephone calls or a printed form of inquiry. This not only indicates police interest and co-operation but is an effective prod.

For the treatment of recidivists, more detailed action is required. The Division first ascertains that a complete physical examination is made, and that action is taken on any necessary defects or deficiencies. Excellent service may be obtained from the Department of Individual Guidance for specialized physical examinations, e.g. eyes, ears, et cetera and the provision of needed appliances or medicines, but there is no resource for complete and exhaustive physical examinations which will include basic metabolism, tuberculosis, Wassermann tests, et cetera. Referrals to the Clinics are not satisfactory for the Clinics require a specific physical complaint before service will be rendered. Examination by Juvenile Court physicians is made only of the children actually in custody in the Detention Home. For these reasons private child-caring agencies make their own arrangements with private interested physicians on a free or part-pay basis. The Division will either have to make some such working arrangement or face the difficult problem of seeking a change in Clinic policies; the latter is reservedly called "difficult" because the provision of health services in Alameda County is shrouded in mystery and is one of the community's "political footballs."

Secondly, the Division ascertains that a complete psychological examination is made. Basic test records may be obtained from the Department of Individual Guidance; these include intelligence, reading, and arithmetic tests. It is recommended that complete psychometric tests be remade, including special-ability tests, by the Mills College Guidance Clinic. This Clinic has the facilities and the time to make more detailed examinations than the Department—and to do some remedial work.

Third, the Division requests a complete school record and conference with the teachers, deans, and consultants of the child in question. The line of authority in the Department of Individual Guidance runs from the Assistant Superintendent in charge of the

Department of Individual Guidance and his Co-ordinator, to their staff Consultants in Individual Guidance, to the Deans of the schools, to the Counselors within the school, to the teachers. No officer of the Crime Prevention Division should go directly to a teacher, nor can teachers go directly to the home or other agency; wisdom, diplomacy, and good inter-agency relationships decree that the accepted channels be used. The Division may expect action on any indicated school re-adjustment in various ways: change in program, change of school, assignment to a specific teacher for specialized attention, provision of special activities, specialized classes, specialized attention from a Consultant, school conference with parents, referral by school authorities to the Child Guidance Clinic (located at the Children's Hospital of the East Bay) where the schools maintain a consulting psychiatrist.

Fourth, the Division compiles a complete history of the home background. This is done by means of home visits, interviews, and by calling in all other agency records (as indicated by Index clearance). In this connection it should be emphasized that work with the home and the child simultaneously are of equal importance. If there is a definite home problem a family agency should be assisting with those problems while other resources are working with the child. To pour time and effort into a problem-child case and do little or nothing to remedy possible contributory factors is sheer social waste. Even should the entire problem lie in the child's condition, there must be an interpretation of the treatment to the family to insure their consistent co-operation. Family welfare agencies in Oakland to whom referrals can be made are: (1) The Alameda County Charities Commission, whose function is the administration of indigent relief and of the state aid to dependent children. (2) The Affiliated Catholic Charities, and (3) the Jewish Family Welfare, who offer recreation activities and foster home placement as well as family case work to members of these faiths. (4) The Family Service Bureau, an excellent resource for referral in cases of domestic problems. A psychiatric case worker handles the more difficult problem cases, and this agency also handles foster home placement. It is furthermore the agency which handles, through a Central Applications Bureau, all admissions to children's institutions in Oakland.

It is assumed that the same principles of interviewing apply in the adjustment of adults, and that the same use is made of specialized community resources as for individual problems, such as the family agencies mentioned above.

Records

Records are particularly important to a Division which is attempting to call in specialized agencies to assist with problems. As

mentioned previously, the original investigations, in all three Bureaus of the Division, should be as complete and exhaustive as possible. But case records should never bog down into mere "history taking"; the aim is to seek the relationships between the present situation and its problems and the individual's past and environmental backgrounds.

Some agencies prefer to use so-called "rainbow" or "block" recording, in which the data are brought under topical headings on separate colored sheets. Experience has shown that in this type of recording, there is a tendency to lose the sequence of events in the development of relationships, and to lose the social processes and dynamics of the interviews. Preferable to "block" recording is a narrative record in straight sequence. Recording should be short and clear; other workers will probably read to gain a rapid and thorough understanding of the case. Data should be specific and concrete and not evaluative; although a worker may record impressions, if he labels them as such. Direct quotations may be used when they reveal attitudes; otherwise they should be summarized. Included in the record should be all contact with client, family, and notes of all action taken in the case. Clients should be spoken of by name or as "Mr. D" or "Mrs. D" and not "man" nor "woman." The worker usually speaks of self in the record as "worker" but may omit use of the term and use phrases such as "called at home, found Mrs. D. away." When a case is closed a narrative summary and evaluative paragraph is usually used. To save the time of workers and clerical staff the use of an Ediphone is recommended.

This narrative record is "acco-ed" on the right hand side of a 9" x 12" manila folder, with the latest entries on top. On the left side of the folder is "acco-ed" reports from agencies, records of court or institutions, letters, et cetera with the "face sheet" on top so that it is available for immediate reference. The "face sheet" is a summary form of all available information on the case. Face sheets should be properly spaced for the typewriter, should be on one side only and not too full nor crowded. A complete summary may well fill separate sheets; an attempt to put the whole case history on a single sheet tends to prevent the worker from developing a proper interviewing technique (in order to fill in all the blanks on the sheet she "fires" constant questions at the interviewee) and from gaining a "perspective" on the case.

OAKLAND POLICE DEPARTMENT—FORM OF RECORD
Crime Prevention Division

Case No.	Birthdate
Name	Nationality
Date	Phone
Also known as	Birthplace
Address	Religion

Marital dissension:
 Sources of any friction:.....
 Home owned Rented Amt. Rooms
 Living arrangements
 Housekeeping
 Adequacy of home
 Others in home.....
 General neighborhood conditions.....
 Other agencies interested.....
 Reports requested Received.....
 (date) (date)

Personal History

Incidents in early life.....

Emotional patterns

Mentality: Capacity (IQ) when tested

where traits.....

Aptitudes

Interests

Skills

Hobbies

Associates

Amusements

Leisure time activities

Religious observances and training.....

Clubs and organizations

Employment history

Other agencies interested

Reports requested Received.....

(date) (date)

School History

Grade Present school

Past Schooling

Attendance Academic record

Tests and measurements.....

Studies in which excels.....

Studies in which has difficulties.....

Grades skipped Repeated.....

Personality in classroom.....

Adjustment to teachers

To students

Drop in record at any time.....

Complete school data requested.....

(date)

Received Consultation

(date) (date)

Legal History

Nature of offense.....
Circumstances
.....
Associates Adults?
Weapon, use of.....
Disposition of goods.....

Complainant, personality of.....	
Complainant, standing in community.....	
Witnesses	
Arresting officer	
Previous police record.....	
Attitude of offender.....	
Disposition	

Staff Meetings

The fifth detail to be considered is the problem of staff meetings. In the Bureau of Adjustment there will be in the very nature of the situation, frequent consultations between staff members as to techniques to be employed in specific cases. According to the nature of the case, police probation may be used; or evening home visits made by the staff to see child and family in their own surroundings; or the family may be required to come into the office for reporting interviews; or mere referrals made for recreational purposes to the Y's (e.g. for dancing or swimming or clubs); or in the case of older children arrangements may be made for him or her to meet the Bureau worker at a club or center, and while there introductions may be made to the staff and program. Daily meetings of the entire Division are recommended; the morning is probably a desirable time, before the pressure of the day's work has accumulated. Weekly meetings of the Division heads with the Chief are imperative for discussion of mutual problems and policies.

A re-evaluation of this model division seems to show it up as utopian and idealistic, but the writer believes that a real start could be made, using this machinery, toward solution of the pressing problem of crime prevention. That the crime prevention situation is going to be increasingly serious, especially during the inevitable post-war unrest, is obvious. And obvious also is the fact that no agency is doing any thinking about the problem; it looks as though it will—as usual—be up to the police!