

# 186

POLICE COMMUNITY

RELATIONS

with the Cooperation of

The Cook County Council of Chiefs of Police

under the Auspices of

The Oak Park Police Department and

The National Conference of Christians and Jews

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## INTRODUCTION

This project that pioneered work in the suburbs did meet with a degree of success. It was innovative and creative.

Described herein is a discussion of the basic concept, how it was implemented, what was re-evaluated and what results were attained.

We rejected at the outset quantitative concepts. In this final report we have omitted various addresses given at the workshops; nor have we included the materials used in project. If this project dealt with material factors rather than human beings, then a larger amount of data could be used in a report of this kind.

However, in this detailed analysis that takes up human relations, we must take recognition of the human condition.

George Bernard Shaw once said, "The worst, the most corrupting lies, are problems poorly stated."

Perhaps, this is the particular problem that has plagued police community relations. Mythology turns into well worn slogans and becomes institutionalized. Part of our difficulty today is to understand our changing society.

Introduction Continued.....

The modern suburbs sport of an automobile civilization of nomads, is characterized by generosity and suspicions, utopianism, universalism, apism, racism, kindness and savagery.

Police in the suburbs are an outgrowth of local governments. Tied to county political structures, usually under manned and under paid. Police become minor functionaries in most suburbs. In some suburbs they have an important role because of crime and social unrest. A few of these suburbs, the police have taken a community leadership role. In these situations this project has had an active part.

Yet, the overwhelming factor in most suburbs is passivity and isolation.

We have given attention as to what is required of the police in such a program. Yet, we find in many suburbs that a sense of community is missing. This project could not hope to create this civic unity, individual cooperativeness and responsibility that is necessary for such work.

The breakdown in community leaves in its wake a police department that functions unnoticed on the fringe of society.

Introduction - continued...

The Police as part of the problem.

Not enough attention has been given to the role of police in society. The detached law officers role from social problems has changed. Police provide some of the strongest voices today for law and order; for castigating the rulings of the Supreme Court and for being in opposition with any selective, conscientious breaking of the law, no matter how unjust it might seem. Police have become self-righteous about their role. Many openly supported Wallace as their champion for law and order. Today, law enforcement officials are part of the problem.

Skolnick's study, "Justice without Trial" indicates the zeal for public order, goes hand-in-hand with indifference and disrespect for the principles and rules of procedural law. Police generally feel that the laws safeguarding individual rights are in conflict with his duty and catching criminals. Hence procedural law is looked upon as an enemy or something that stands in the way of being truly effective. Many police have joined in the campaign, "Support Your Local Police."

Introduction -continued.....

This tends to place them in consort with reactionary groups. The emphasis on order over law is coupled with a general hostility to the courts. A totalitarian society is a society of order without law.

Law enforcement at the same time has moved away from the human relation side and have centered on managerial types. Studies are constantly made on types of machines, and types of reports, techniques for modern operations while the system is devised that honors and promotes men even though they violate or evade explicit rules. It is a system where promotions seldom are based on merit; where awards are given for stopping crime, not for upholding civil liberties. Much of the fault lies with the community that emphasizes order over law. The community that pays a low wage and often looks for revenge, not justice, is a corrupt community and produces a corrupt police activity.

Often when the police talk about law and order, they mean curbing rioters, not the syndicate or lawless acts of the police. They fail to take into account the balance that must exist as certainly all laws are not enforced with equal vigor.

Introduction --continued.....

The solutions that police often propose to solve the crime problem are really not solutions as the problem of crime goes beyond just enforcement.

Of course, not all police officers fit the above categories. There is a rising group of professional officers.

The marks of a professional officer are as follows:

1. Operates with the laws, respects rights of individuals.
2. Knowledge of the laws.
3. Learned from the right experience.
4. Capability born out of experience.
5. Is objective in judgment.
6. Is a trained observer.
7. Is not a deviate --follows orders, laws, upholds professional standard.



## I. ORIGINAL CONCEPTS

Police as a governmental agency are established to serve and protect a city and its people. Police work with people. Police are judged by their actions and responses to the community and citizens attitudes toward police. Police have begun to question their attitudes and responses. Part of this questioning was initiated when the President's National Advisory Commission on Civil Rights and the Supreme Court's decisions placed a spotlight on police practices. Police have begun to question how they are to deal effectively with changing community problems.

One of the basic problems in dealing with the community is the lack of communication between the police and various segments of the community. This project undertook to bring together police and community leaders in a series of workshops. The number of community leaders that attended the sessions was less than what was hoped for. Some of the fears and doubts as well as unconcerns, lead many community leaders to avoid the workshops. This clearly indicated that the mutual respect and cooperation that was thought to exist in many of the towns was clearly missing.

Another basic concept was to bring these two groups together so that they might recognize the racial revolution and its manifestation in the suburbs.

Concepts .....

Many outside speakers were imported to relate some of the facets in our changing racial situation. There was a general reaction to this type of program. First, the white racism was present as some pointed out, the general undesirability of Negroes coming into their community. Second, because it was not a general problem and only five of the communities present had an appreciable Negro population, the discussion tended to become general. Instead of a meaningful dialogue, persons tended to speak as delegates about all Negroes, all Jews, and all police. A meaningful dialogue is very hard to arrive at, simply because in most groups the individuals are not autonomous. Very often the occasions that bring police and citizens together are such that the potential for misunderstanding is great.

Still, another basic concept was that the police, after receiving such insights into the new role of police in race relations, would institute in their respective communities police community committees. Materials were given to each department that would aid them in starting such programs.

Concepts.....

The meetings with the police clearly showed the need to separate the larger towns and relate to their specific problems. For only the larger towns began immediately having such programs. The basic concept of the project was correct; for if a sound police community program is to be undertaken, it must have the backing of the chief.

The objective that did find acceptance was that a police department to succeed must have community support. It must have community cooperation as it performs its main tasks of protecting citizens, preventing crime and enforcing the laws. When basic communications lines between the police and the community are open, and there is mutual respect, then the police can become more effective. The personal contact and friendship still exists in the smaller community.

## II. RE-EVALUATION OF CONCEPT

Perhaps the wrong place to start in the suburb workshop is to take up racial questions. First, the group were strangers and the questions were such that either turn the people "on" or "off". Surveys show that most people in the suburbs turn off racial questions. White racism is deeply imbedded and such surface treatments only allow for what is expected to be said. Police chiefs tended to see the workshops as an attempt to indoctrinate them in some liberal racial views. This emotional question completely distorted their evaluations. They failed to see the practical aspect of the program that was presented. Also, the university lecturers tend to present material that has little pragmatic value. Police officers often find it hard to think in the realm of ideas. They find it difficult to be objective rather than subjective. But, so do the community leaders. Today, much of what is happening in the suburbs needs to be understood. Few studies are helpful. Practical experience is invaluable.

More time should have been spent on specific communities and their specific problems. We can no longer treat in mass the varied work in police community areas. After the general workshop, there might have been selected groupings

### Re-evaluation of Concept

to follow-up in various categories, such as dealing with race, crime, youths, traffic, etc..

The limitations of the project was built in as the police in many communities are isolated. In two of the communities, we approached the community before we approached the police. This approach was more valuable in these communities as the police were not able to make such contacts.

We have come to re-evaluate the role of the police in several of the communities studied. The original assumption about the police role was not valid. Police were not looked upon as being a vital force in the community; they were seen in some instances as a negative force, a force of reaction. We tended to re-evaluate the police role in this project. Where the police were led by able leadership, then the project in most cases followed out its original objectives. Yet, some of the leadership was too conditioned to the past, too opinionated. These men reacted to what was presented, yet the project succeeded in many ways (see summary and final report.)

The basic concept that police must have communication with the community is so basic that when it is absent, changes often follow in police administration.

Re-evaluation of Concept

This basic concept that the suburbs are not isolated ~~entirely~~ in the metropolitan complex was not demonstrated and established. The basic concept failed to take into consideration the informal relationship that exists in many smaller communities. Police community relations take the form of responding to community needs on a first name basis. A sense of community responsibility exists in some of these communities and police are thought of as part of the team. The town meeting hall often brings us back to one of the purer forms of democracy. Here the officer-friendly program exists in a host of informal ways.

SUCCESSFUL WORK

Not only did five communities undertake police community work, many other communities undertook work on their particular problems.

One of the communities that began such work in a Negro area, soon moved the meetings to various parts of the city. A committee was formed in some of the residential areas. Members of these steering committees included: businessmen, educational leaders, community leaders, welfare agency heads, interested citizens, and youths. At one of the first meetings the police officer made a statement that was challenged by the floor. He acknowledged his error and this enabled him to establish communication with the group. Various topics were outlined for their meetings such as:

Crime Prevention

Police Brutality

Legal Rights

Youth Problems

Interest and enthusiasm remained high as the meetings centered on vital problems in each respective neighborhood. Citizens were involved in the planning of the meetings. A number of solutions were implemented as results of the meetings. Community action tended to center on neighbor-

hood improvements and activities to combat local crime problems.

The success of this program was due to several factors:

1. The meetings dealt with critical problems where interest on the part of citizens was high.
2. They did not center on one area, such as only having the meeting in the Negro area. They had meetings in various locations. They organized four continuous groups.
3. They did not waste a lot of time on non-essentials such as by-laws, the police role, the past history of the town, etc.
4. They assigned men who were police officers able to relate to various people.
5. The chief and the city fathers were interested in the program and supported it.
6. They established enough of a reliability factor that people who were the leaders that needed to be present were present.
7. They helped the steering committee so that they would not take up irrelevant problems or problems too massive that defied action by their group.

Programs responsive to the community's need and attitudes need also to produce results. Very few programs in the community tend to produce any change.

One of the programs already in operation was a house visitation in various blocks by members of the police department. They went out in unmarked cars and asked a



home on the block to serve as host. This informal type of meeting tends to be more social than productive of social change. Changes that occurred from such meetings were a new traffic sign, a tighter school crossing watch, etc. This does have advantages in the role that the police enjoy in such situations. However, it is doubtful that with the varied critical problems in their area that such meetings can bring about the needed resources to produce the needed results. There are no sacred techniques. This program had a very high impact on a relatively few persons and a slight wider influence or coverage. This type of house visitation has a cumulative effect. It does set up the dialogue, where there are fewer persons and they feel they can express themselves. It combines the social setting and a social problem subject. It allows citizens to know their police and problems in a rather intimate way.

This project has planted a seed, an idea that has taken root in various forms in different communities. One community had a rather perfunctory meeting where the group more or less just got acquainted. At the meeting both the police and the community leaders felt that one of their main problems was the young people and their escapades. With no recreation facilities in

the town, the high school young people on the weekends would drive 20 to 40 miles for their recreation. Many of the young people used liquor as a result several traffic fatalities resulted. Also a few of the high school people began using dope. After the police related some of the aspects of this growing problem, many of the townspeople wondered what they might do. It was decided that if control over teenagers was to be exercised then there must be created something in the local community that will help to keep young people in the area. A sub-committee was formed and the group began to consult with young people, school authorities, and social groups.

The high school could not be used on weekends because the school also serves for junior college and adult education. Besides the young people didn't like the idea of going back to the same building. Many ideas were brought forward.

Persons blamed the parents of the young people. Others blamed the police for the laxity in enforcement. After the round of self-castigation, finally they looked at solutions.

A committee was formed to find some type of program that would alleviate a critical situation. Solutions to the problem varied. The police explained their problem and related how it was a growing concern, they pointed

out a solution must be found.

Finally the committee decided to try to find a recreation center. The center idea was supported by the young people. A suitable building was sought. None of the existing empty buildings fitted the need. Finally they decided to seek a suitable sight and to put up a building fitting their needs. Adults and young people came to work together and to plan for the fund raising.

Publicity followed the announcement of the plan. A fund raising campaign was started. I had a group of the young people on my radio program and they related how the center would be operated with adults and teenagers sharing in responsibility. Over three thousand dollars was sent in after the program.

This follows a pattern that could be related in other communities. In other words police community relations is not a static form or structure. It is flexible enough to meet the needs of a community. Part of the failure in modern group work is the failure in structures. When police community is structured too rigidly then the needed result often varies from its purpose.

I have included here a talk I gave on structures to several of the communities in their organizing efforts.

General type of programs have become exercises in futility. Often what was effective in the past is clearly outmoded today. Massive results are not going to occur. Only within a given area with specific responsibilities and resources can a measured result be accomplished.

This type of program is going to take more money than the vague and general program. Education which is a process, denotes that programs must develop over a period of time. That in the development the proper techniques and resources are used. Before, such programs are financed several questions must be answered. First, do we know where to place the emphasis? Do we have the capability of producing for the needed changes? Can we evaluate so that money spent is correlated to results? Most practitioners want evaluations of program effectiveness, but they are afraid of what might be shown.

We always like to assume that what is being done for someone else is positive and effective. The power of wishful thinking permeates most administrators. If we don't like the results of a study, we attack its methodology. The National Opinion Research Center studied the results of fellowships and grants to graduate students. They discovered that good students are not held back by lack of fellowships and financial support had little to do with their field of study.

Yet, sponsors are still seeking more federal help on the grounds that it allows more students to enter graduate school and it spreads talents among various fields.

What we like to "think" often has little to do with the facts, it is this pre-judgment that is at the root of prejudice itself. This short cut in thinking that is illogical.

Evaluation of programs implies that program administrators be prepared to accept the conclusions. It is always easier to deny the worth of the evaluation than to reorganize programs. Here, again is the problem of being objective. Too many persons are subjective and when their program is questioned, then they take it personally.

Part of the problem is that with some resources, it is possible to make some dent in the problem. Even with the wrong methods, they are bound to produce some of their program. What is lacking is the alignment of resources with method to produce the best results.

The impact of a technique is its ability to produce changes in each situation. The coverage of a technique is its ability to be applied to a wider number. The face-to-face persuasion has high impact but coverage is small. A poster on a bus might have high coverage, but a low impact. Few programs have high impact and wide coverage.

For example, if a large number of teachers were trained in human relations and they in turn used this training effectively with thousands of students, there would be both impact and coverage.

It is a mistake to discard programs that have low impact and high coverage. Some of these programs cannot be effectively evaluated but if they reach a large number of persons they can produce a highly significant cumulative effect. This type of program is effective when it spells out clearly and precisely what it wants people to do.

Yet, the cumulative effect does not have the direct effect of change in attitude or motivation. Its effect is limited to a possible change in attitude. If we are to gain an insight into what produces needed changes, we need to institute a controlled experiment. A controlled group means an arbitrary number of persons in a program that is researched over a sufficient number of months. With proper controls some measurement of results can be forthcoming. Very few controlled experiments in programs are carried out. It is very difficult to arrange for the necessary freedom so that the experiments can be properly evaluated.

Foundations, and individuals support many programs. Increasingly before millions of dollars are spent on programs controlled prototype programs should be run to demonstrate what the programs can produce.

Proper evaluation research is a tool that should be used with all programs that purport to have significance. If the value of evaluation research is accepted, then the results must be objectively put into action.

There needs to be more controlled experiments so that we have a wider range of alternatives in sound techniques and programs. Also, a wider design for an overall evaluation is often of more value than just one example. Such a differential study would give more and better information than a gross evaluation. During the initial stages, we need to determine what produces minimum results and design tests for more positive structures. Such designs are useful for investigating long term effects.

The strategy for evaluation research becomes first correlating programs with purpose, and eliminating those programs that show little positive results so that they are not worthwhile for investigation.

Second, a controlled experiment is used to evaluate the relative effectiveness of a variety of programs already demonstrated to be worth pursuing.

The critical point is that we spend money and talent in a great abundance without this type of necessary research. Further, we devise controls and evaluations often on side factors such as time studies of staff time,

or expenditures of money, that have little correlation to effective programming. Or we devise the right structure for the program and initiate the evaluation only to find that the financial resources are missing. Token support for programs brings about tokenism.

Programs that are untested, even though they are financed may be minus factor in achieving their goal.

Program without depth, meaning and significance are often popular because they do not challenge. Since they make no significant difference or changes, they become in many persons perspective a mythological value, because of the strength of wishful thinking.

If the problems of today are to be answered in needed and constructive ways, then programs must become instruments of producing results and needed changes, within a specific area of responsibility.

The Police Community programs intending to follow the outline suggested in this paper. Not only should programs be creative and instruments that produce results, these same programs need to be researched and evaluated. In this way, when we give money and spend our time, we will know that such expenditures are bringing about productive results.



At one of the workshops in a small township the subject was demonstrations and crowd behavior. In this area various crowd demonstrations. Both minority groups and college groups have demonstrated. The small police force on three occasions, was forced, with inadequate manpower, to disperse the crowd. The following guidelines were discussed:

1. Ways for the small department to gain information on such disturbances before they occur.
2. Recognizing dangerous situations immediately.
3. Mobilize according to pre-plans speedily.
4. Secure adequate equipment.
5. Try to contain incident.
6. Isolate the incident.
7. Enact traffic control early.
8. Enact specific plan.
9. Don't over or under react.
10. Execute the plan as rapidly as possible, but only after adequate force is available.
11. Work from edge of crowd to disperse it.
12. Execute plan firmly and determinedly.
13. Insure proper police officials to direct operations.
14. Cover rooftops.
15. Prevent groups coming into town trying to join the disturbance.

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16. Take agitators into custody as quickly as possible.
17. Secure critical areas such as; liquor stores, gun stores, etc.
18. Try to illuminate area at night, when necessary.
19. Make certain police are fully identifiable.
20. Maintain contact for extra mobile reserve.
21. Seek assistance of those who relate to crowd, and who will help to appeal for dispersing mob.
22. Vent the disturbance, allow for escape.
23. Do not threaten.
24. Do not incessantly use loud speaker.
25. Coordinate efforts.
26. Allow only one police official to speak for entire department, don't allow a further inciting incident.
27. Patrol area after incident.

PROBLEMS THAT PROVED TO BE HURDLES

First, the grant did not provide enough money for the necessary personnel to do an adequate job. The demands on the staff of NCCJ far exceeded the time allocated to be spent in the project. As the project developed, there should have been at least two full-time staff persons in the field. For this was like opening up a beehive and once it was open, then lots of activity. The demands for the booklet that was published "The Star in the Suburbs" far exceeded what might have been a normal mailout. The survey was used by several communities as a basis for their discussions. Yet, we could not keep up with the demands, both for consultation and for literature.

Second, there was a problem of finding adequate leadership. Some of the chiefs and community people were not capable of directing the outlined program. The wrong man trained to be a leader is still the wrong man. A police chief who doesn't exercise his leadership role, finds that it dissolves or someone else exercises the role. Yet, in the police structure there can be no substitute for the proper functioning of the police chief's role. It is not feasible in most situations to try to go around proper authority. Where the police chief tries to "retire" from his responsibilities, usually the police community program is non-existent. Some of the chiefs are authoritarian types, they tend to make dogmatic judgements, find scapegoats, feel that civilians are inferior. Some of the police officials reflected undesirable traits.

Problems that proved to be hurdles....

One captain sat with his feet on the desk and told us that he had just dropped 5 G's in Vegas and that he had to come back because the colored people were rioting. He said they wanted a swimming pool but that he grew up in the town without such a pool and he didn't see why they needed it. He pulled a letter out of the wastebasket signed by some of the community leaders, asking him to participate in some needed planning to avert serious crisis. He called these people "do gooders" and said he didn't have the time to attend meetings. "Just one meeting after another," he said, "and they all don't amount to one damn."

The more serious problem was not his social insensitivity, but the inroads that the syndicate has in this town and several others where we tried to start our program. In another town, at their first meeting, everything was going along fine in the more traditional way, until a man stood up and said, "let's quit kidding ourselves, the syndicate has too much of a hold here for us to do anything." This extended statement that filled in some of the details served to shut off meaningful discussions. In still another town an officer related how he had arrested a gang member with his body guards and brought him to the station for booking; a few minutes later, there was a call from the gangsters

Problems that proved to be hurdles....

hometown police chief asking for clemency for his friends. Police in these situations try to avoid the crime--politics thicket. The inroads of the syndicate have been well documented in society. Yet, police community relations in those areas is de-railed. Unless people can come with respect, trust and confidence in each other, then the work becomes meaningless.

Some of the hurdles that have been described and of course, there are many; but one of the chief hurdles occurs in the ecology of suburban life. Without any great social problem that is disturbing them, many of the residents have relegated the police to a minor functionary. Thus there is an over-riding feeling that police community work is unneeded. Persons in the suburbs are usually busy both in business and socially. Recreation fills idle hours. If a program is looked upon as unnecessary, it sponsors will find it difficult to drum up interest.

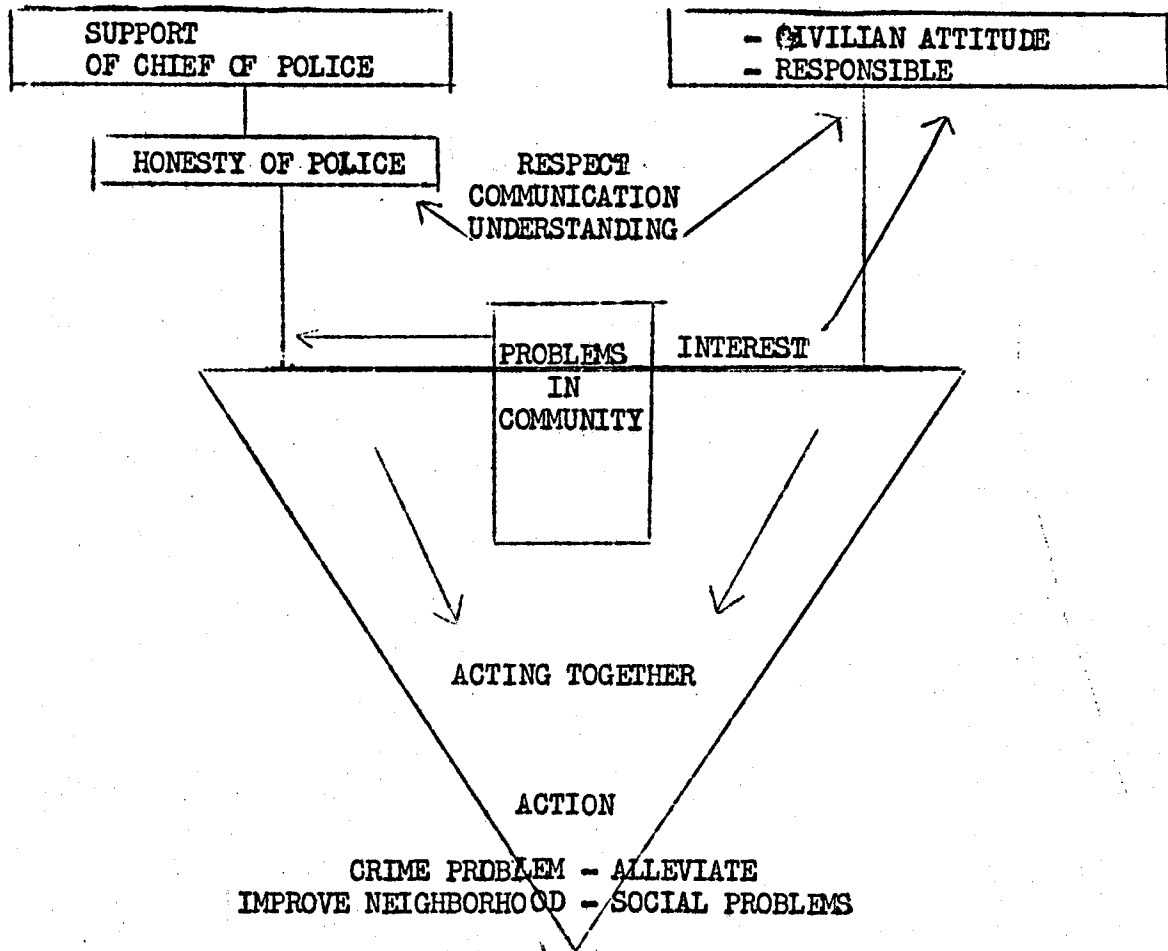
Another part of the hurdle is the failure to understand the varied aspects of the cultural revolt. On one of the suburban campuses some of the young people came to the police community meeting with the "Mailer" and "Marcose" ideas. ....

Problems that proved to be hurdles.... (cont)

this new sensibility philosophy that finds some followers in college youths. Nor can we overlook the great shift in liberal opinion that scoffs at the whole system of justice. They tend to see police as part of an unjust structure. The worst examples of policing have become their image of all police.

Still another hurdle comes when we attempt to lump together 27 different communities. Outside of being fellow officers they have little in common. Each community is unique and how one town works, or solves its problems may not become an ideal for another town, for leadership, resources, depth of problems, etc., vary from one place to another.

TYPES OF HURDLES  
TO A GOOD POLICE-COMMUNITY RELATIONS PROGRAM



New ways of reaching goals.....

The creation of the youth center represented a new way to go after goals. One of the major problems today both in this area of police community relations and in all other areas is that we tend to "lock in" and we are not creative enough. We are not flexible to meet the changes and new set of conditions. Part of this stems from the fact that many persons are hopelessly conditioned. This means they are wed to the past. When police community relations is viewed as something new for police departments then those so locked into the past reject it. Those who are highly opinionated are usually highly prejudiced. They are given to wishful thinking. They are the people who say we have no problems in OUR community. The self always tends to distort reality, that is why self estimates of ourselves is often a myth. Yet, police can use with great value the ability to deductive reasoning.

This project produced several new ways to reach the goal of police community work and results. They are:

1. The Neighborhood or Area meeting held once a month with police personnel and citizens of that area to discuss local issues and problems. Citizens should be representative of the various segments of the community.
2. Objectives
  - a. It develops a sense of community responsibility by having the citizens become involved in the solution of local problems.
  - b. Developed an atmosphere where a dialogue could take place and real problems were brought out and examined.



- c. Helped to cut down on rumors, as police were honest in answering charges against them.
  - d. Increased communications between citizens and police.
  - e. Gave a needed common ground for citizens to support the police and to understand the police operation.
3. The steering committee meets to plan the monthly agenda. It assigns priorities to problems. It seeks to have the responsible parties there when an issue is brought up. It helps to assure the continuity of the group by taking up the needed old business at each meeting. It is important to have the right representatives on the steering committee. It should not be overloaded with any one group. Those represented may come from:
- a. General citizens
  - b. Police officials
  - c. Political leaders
  - d. Businessmen
  - e. Welfare agencies
  - f. Religious leaders
  - g. Members of professional organizations
  - h. Organizational leaders
  - i. Educational leaders
  - j. State of Federal officials

New Ways of Reaching Goals

One community began an intensive program in the schools by using materials from both Chicago and St. Louis. The goal is to have children view the policeman as their friend.

Areas taken up in schools are:

Grade school----Safety-  
Role of the Police a friend and  
neighbor

Child safety-rides with strangers

Discussion from questions made up  
in class the previous day.

Another community works with youths; they have an athletic league and are planning a youth camp. This grew out of discussions in the police workshop. Some of the cities where racial problems exist and where the police did not organize such work, (in two cases the community) organized without the police. In such cases the police become the object of criticism.

Another way to initiate the program has been to furnish speakers before service clubs, following up such appearances and by consultations on the police community work with key leaders. The built-in flexibility allowed for the wide variance in approaches and a tailor made program .

### New Ways of Reaching Goals

Previously in this paper there was mentioned the neighborhood house meeting police community session. Going block to block and in different homes, poses two problems. First it is limited in scope, and depends on finding a host in each block. This does not offer too much of a follow through nor enough of a structure to implement significant programs.

Also mentioned was the youth center that derived out of the police community meeting. Police community meetings have spurred not only this project but projects in traffic safety and various crime control measures. One of the follow-up series of meetings have been in this particular project idea for each community.

One community met with the city fathers and called in a few community leaders. This was in the form of a leadership council meeting. This elevates the police in the community and in some of the smaller townships this form has a certain validity. The limitations are obvious because to many others this looks like the establishment and does not reflect wider interests.

Still other communities tried to have this type of meeting along with one of the regular social groups. This seldom works out because it is viewed by the members of the social group as a program of entertainment for the evening.

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Low Water of French

The following information was obtained from the  
 records of the French Consulate at New Orleans, Louisiana, on the  
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 Bureau of Investigation, Washington, D. C., dated August 11, 1914.  
 The information is given in French and English.

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SUMMARY

The project operated at four basic levels.

First, it presented data. It served as an information center. Materials were given out describing all the various phases of police community work. Speakers were arranged and presentations made.

Second, the project developed workshops centering on the what, why and how. It made the initial step toward a dialogue and the learning process. Here in this step police and community leaders talked to each other.

Third step, police and community leaders reflected on the program and sought a validation. If the premises presented are sound, then translated to local situations—does it work? How does, it relate to the local area?

Fourth step was a personal commitment, and after making a judgment on the program, then taking up one's own responsibilities, no coercion was used. Some of course felt a strong commitment while others were merely going through the motions.

These are basically the four steps of inquiry that must be followed if we are to realize a sound basic commitment. The process described is often short circuited.

Summary...

Rather than wait until the first three steps, many projects seek a commitment initially.

The validation of this process is seen as the project was more like a late blooming plant. After the completion of the formal program and the arranged consultations, in came the various demands as individual commitments started coming in.

We were not in the position of trying to sell a packaged program. We tried to develop a sound police community general format. There developed mutual respect and understanding between the two groups.

The problems of this project centered on the second area. It would be pre-supposing for this program to overcome some of the basic and deeper problems in community life. One aspect of this is the loss of dialogue. When people come to meetings as delegates, there can be little dialogue. When the subject for discussion is a group that is not present to any appreciable degree, then the stereotype of the group comes forth.

This indicates a deeper problem in our democracy, and indicates that people very seldom talk with one another. They talk for the record, for the press, and for the department and try to say the thing that is expected of them. Yet, police community relations

## Summary...

if it is to be meaningful, must incorporate this second step--this elementary dialogue-- this exchange of views from autonomous individuals. When people are not autonomous the dialogue is thwarted. When people wear masks they have a self-interest of only carrying out their role. This means they really do not listen to what is being said. The exchange of viewpoints then becomes a time for the commercials.

The initial valid dialogue that was started in this project is continuing and the personal commitments are counted as its success.

Before the four steps were initiated, there was a basic factor often overlooked. That is the mood, attitude and awareness of the individual attending the sessions and the pre-conditioning that for some individuals precludes their ability to take training to reason and to accept change.

Studies have indicated that not all persons are trainable. The best outlined program and resources and staff cannot surmount this factor. A great deal of police training fails at this very point. The training serves only as an irritant to those who are so self-opinionated that they view as threats anything that disturbs their opinions.

Summary...

A test given by IBM to new employees helps to sort out those who do not use reason and logic, but rather are opinionated and are authoritarian types. Part of the difficulty is that in deductive reasoning we tend to make the past have more significance than actually exists. This in turn means that the present is never fully entered into. Deductive reasoning should lead from the past to the present, but faulty deductive reasoning is hopelessly lost in the past.

The significance of this can be seen that many reports on projects become apologists. It helps to establish that there is a low return when working with the above type individuals. Some of the police and community leaders in this project showed that, in their remarks on the evaluation sheets used after each meeting.

Much of what passes for in-service training in police work does not produce changes in attitudes or greater awareness. It often fails because the individuals brought into the training are not objective and not about to change their opinions.

Perhaps one of the courses that might be introduced early in such training would be logic.



## Summary...

This project was fortunate that so many went through the four steps outlined. That so many have a commitment and are following up this in terms of vital on-going programs.

The success of the project is found here rather than in the number of meetings, and the number of persons attending each session. We were able to present pertinent data on changes that affect suburban police relationships with their community. We did begin a fruitful dialogue. Persons did reflect on what was presented. They did form their own judgments and commitments. The flexibility was demonstrated by the varied programs that followed. It should be noted that here is one of the great strengths of democracy that people with diverse backgrounds can reason together and act together. Their actions make a difference in areas of urgent concern today.

SUMMARY AND FINAL REPORT

SUBURBAN POLICE COMMUNITY RELATIONS

The project accomplished the following:

1. Twenty-seven chiefs of police were involved in the project. Each chief received packets on the reason for such work and how to implement it.
2. Five communities began permanent police community committees.
3. Citizens in each of the twenty-seven communities were contacted, interviewed and joined in the workshops.
4. Police and citizens attended the workshop (see enclosure #1). A survey of the workshop is included. (See enclosure #2).
5. Police chiefs met with the director of the project on five different occasions for discussions on starting police community work.
6. A survey of over 1000 citizens in each of the communities was taken to discover the relationships of citizens to the police. (See enclosure #4). For the results of this survey (See enclosure #5).
7. The great value of this project is more than just the start of such programs in five communities. The seed has been planted and already for this fall, six communities have asked the project director for aid in beginning such programs.
8. In part, this has been a sensitivity training so that the suburban police officials were made more aware of existing community problems.
9. The project involved a number of individual conferences that proved beneficial to specific problems.

10. The project accomplished:

- A. A growing awareness for the need of better relationships between police and the community.
- B. An actual beginning of new programs and modifications in many existing programs.
- C. A bringing together of community leaders and police in a dialogue that had been missing.
- D. A new pattern that has grown in its acceptance and usage.

OBSERVATIONS

Police, as an institution, tends to take on the stance and attitude of the chief of police. Where chiefs of police are indifferent to police community work, there exists little chance for its success. The whole department reflects the attitude of one man. This impact of one personality must be recognized in the police stance.

As police are institutionalized, they are a vital part of the political organization. Police in local communities must not be treated in isolation from their political base, for their political base, for their approach to community problems is largely based on the political viewpoint.

Thus, the police have difficulty in relating their particular values to the public. Within the police department, political inroads can disrupt the merit system of promotion, It can hurt the operations, for good morale is best achieved when goals are meaningful and equally open to all participants.

The police in the suburbs feel the basic deficiency of all organizations which in the supply of competent men is less than the demand.

Police today have a difficulty in realizing self-esteem. They are the object of much criticism and in the suburbs, they are practically ignored.

The old pattern which all institutions make an orthodoxy has also formed rigid lines in police operations. Added to this is the military caste system. The structure does not lend itself to something that is new. Therefore, police community work because it is a new concept, suffers the fate of anything that proposed change. Added to this is the fear in many suburbs that the residents would be quite critical of the police if they were brought into a police community dialogue. Too much of the police community work has been orientated on problem areas instead of being that the basic need was a dialogue between two groups -- police and community.

This project was the beginning effort in police community work with these 27 communities. Some of the communities that began a formal program have officers assigned to it. The National Conference of Christians and Jews sent some of these officers to the National Institute on Police Community Relations at Michigan State University.

A handbook, for future use by the suburban communities, has been written and published by the project director. Rather than giving an outline of the police community program, the handbook discusses areas of common concerns. It deals with the whole range of problems and social conditions in the suburbs. Through a wide distribution of this pamphlet, it is hoped that a greater awareness, concern and commitment can be brought into focus on police community work.