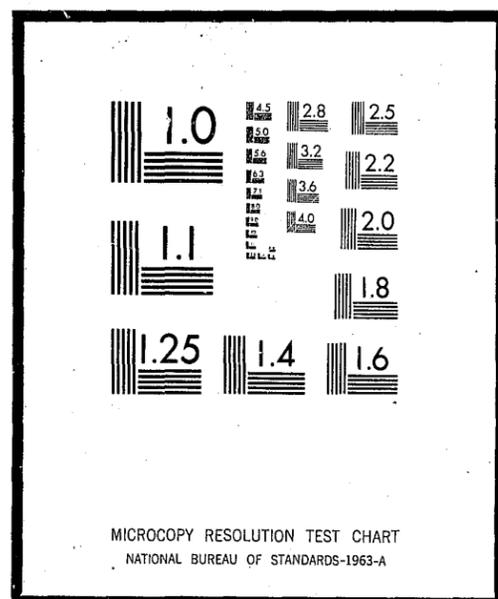


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 GARY

ANNOTATION:
 RECOMMENDATIONS FOR DEVELOPMENT OF A COMMUNITY RELATIONS DEPARTMENT WITH FULL DIVISIONAL STATUS.
 ABSTRACT:
 THE NEED FOR A COMMUNITY RELATIONS DEPARTMENT WITHIN GARY'S POLICE STRUCTURE IS OBVIOUS. GARY'S HETEROGENEOUS COMPOSITION MAKES SUCH VITALLY NECESSARY, AND QUICKLY, IF GARY IS TO RETAIN HER COMPOSURE. VARIOUS COMMUNITY NEEDS MAY BE PARTIALLY MET THROUGH THE ESTABLISHMENT OF SUCH A DEPARTMENT WITHIN THE POLICE STRUCTURE, AND THE DEPARTMENT WILL BENEFIT GREATLY. THESE RECOMMENDATIONS ARE MADE - (1) CREATION OF A COMMUNITY RELATIONS SECTION WITHIN THE POLICE DEPARTMENT, (2) GIVING THIS SECTION FULL DIVISIONAL STATUS; CONSISTING OF EIGHT MEN AND A COMMANDER, (3) ASSIGNMENT OF OFFICERS TO ALL SCHOOLS AS WORKING POLICE DEPARTMENT REPRESENTATIVES AND WORKING WITH YOUTHS IN THE SCHOOLS, (4) CONTINUATION OF TRAINING IN COMMUNITY RELATIONS TO KEEP OFFICERS AWARE OF PROBLEMS AND THEIR ROLE IN RESOLVING THEM IN THE COMMUNITY, (5) ESTABLISHMENT OF AN IMMEDIATE STORE FRONT OPERATION FOR POLICE-COMMUNITY RELATIONS AND A REFERRAL SERVICE, (6) KEEPING AN OPEN LINE OF COMMUNICATION WITH ALL DEPARTMENTS TO ASSURE THAT ALL COMPLAINTS REFERRED ARE ACTED UPON.
 (AUTHOR ABSTRACT)

113

TO: THE OFFICE OF LAW ENFORCEMENT ASSISTANCE
U. S. DEPARTMENT OF JUSTICE
Washington, D. C. 20530

RE: FINAL NARRATIVE REPORT, GRANT #113
POLICE COMMUNITY RELATIONS PROJECT

GARY POLICE DEPARTMENT
Gary, Indiana

16000-13N
NCI-000091

FINAL NARRATIVE REPORT, GRANT #113
POLICE COMMUNITY RELATIONS PROJECT

GARY POLICE DEPARTMENT

Gary, Indiana

On March 1, 1967, the Gary, Indiana Police Department was enabled by Federal Grant #113, from the Office of Law Enforcement Assistance, to begin a research project aimed at establishing the need for a Police-Community Relations Section within the department. Such a Section long had been needed in Gary, for the racial and/or ethnic make-up of Gary's citizenry preclude meaningful relations between the police and the citizenry in general without such. And, to be an effective arm of law and order, such a Section, of necessity, would be an integral part of the overall police operations.

To assure meaningful implementation of the Grant, the initial corps of officers chosen were hand-picked by the Project Director and the Gary Chief of Police, Conway C. Mullins. A series of orientation sessions were held with these officers, to thoroughly indoctrinate them in the goals of the Project; and to assure carrying out of these goals by including all levels of Gary's force in the planning stages of the research to be carried out. This nucleus core was selected because of their previous involvement with some phase of human relations (per se) in discharging their duties; because each had experienced rather extensive training in human relations, and because each displayed some active interest in the entire field of human relations. Several of the chosen officers had attended

the Conference on Community Relations sponsored by the National Conference of Christians and Jews held at Michigan State University, and had apparently profited by this exposure.

While negativism was very much in evidence on the part of a large percentage of Officers making up this nucleus group, each agreed that there was a vital need for Community Relations acceleration within the Department; and felt this Planning Grant would go far toward making such Relations more widely felt both within the Department and throughout the City, as a whole. Each Officer participating felt the need for more understanding between the police Officer and various segments of Gary, even though several felt the Department wasn't in the "Human Relations Business," and that community relations weren't actually responsibilities of a Police Officer. This segment of the group chosen felt: "We didn't create the problem (lack of understanding between Police and citizenry) so why should we be held responsible for it?" This same segment of Officers further expressed feelings that the Police Department was getting too involved in "Sociological" problem areas, and felt that, as a result, law enforcement would suffer.

The Project was fortunate in securing the services of the Executive Director of the Urban League of Gary as Consulting Director for the Police-Community Relations Planning Project, and he brought with him a wealth of knowledge which would have been difficult to secure otherwise. His application of this knowledge and expertise proved of great value to implementation of the Project, and did much to remove road blocks in the way of same, while, at the same time, enabling the Project to reach

even further into the minds of those participating, thus making the end result more beneficial than we had expected.

Following a 30 to 45-day orientation period during which various psychological elements involved in Police-Community Relations were pursued and initial hostilities had been spent, officers participating in the Project were permitted to visit organizations in the community, and actually experience first-hand the lack of knowledge on police operations held by the vast majority of Gary's citizenry. (Detailed reports on these meetings submitted as Item #1, appendage to this report) This experiential learning situation provided a "sounding board" for both the Police and the public, pointing up vividly how ignorant each was of what the other expected --the lack of any knowledge of just how far a policeman's duty extends--the lack of knowledge on the part of the policeman on what was expected of him by the public, were obvious from the start. Innate hostilities displayed themselves (both on the part of the police and the public) and laid the groundwork for extensive planning for training in the hoped-for future Department of Community Relations within the Gary Police Department.

Of particular value to the Department was the lack of awareness displayed by the public on problems within the Department; and the lack of information on just what is expected of the Police Department. Outstanding among comments from all segments of the citizenry was the desire for MORE and BETTER law enforcement, and the request for more stringent protection by the police from the "hoodlum" element! This was opposite from Gary's reputation as a town of people who ask only "what

can we get away with," and stimulated participation in planning by the Officers involved.

The first few contacts bore out the need for indoctrination training in planning which preceded them, and awakened in the Officers the determination to work diligently to increase understanding between the Police and the public, as well as, between the public and police, in an effort to enhance communications between the two groups.

The Chief of Police (the Project Director) and the Assistant Director traveled to Washington, D. C., to participate in a Conference with other grantees, and shared experiences with these grantees. Of special interest to Gary is the idea of using sub-professionals as Aides, and a Cadet program similar to that instituted in Detroit. The opportunity to share experiences with St. Louis, where the oldest Police-Community Relations Program is in existence, proved invaluable.

At this point in our Program, additional inter-departmental meetings were held to brief officers on results of the Washington trip. Two Officers (Captain Carl Jacobs and Detective Merle Ensweller) were sent to Kansas City, Kansas, to observe operation of that City's Police-Community Relations Department, and two Officers (Sgt. Roy Rice and Patrolman Felix Lewis) traveled to St. Louis to personally observe that activity. (Reports of these Officers re their findings submitted as Item II appendage to this Report.) The Officers reporting on the St. Louis trip were highly impressed by the participation of Officers in community activity and their knowledge of community feelings toward the Police. Due to their intense

involvement, St. Louis police are virtually "on top" of the action, and can thus, forestall much adverse activity prior to its happening. These officers stated: "In St. Louis, the police are a part of the community, not apart from it," and this is the goal we must set for Gary.

The Officers visiting Kansas City brought back ideas incorporated into Gary's planning. For instance: recognized leaders of the community (not just the Clergy) were used to relay police problems to the community...leaders both pro and con as regards Kansas City's police, thus the Department there receives full coverage of all segments of the community. This City also makes use of Human Relations Specialists in their training.

Our Consulting Director suggested an addition to our current training program which we feel has merit. It involves the use of persons indigenous to the racial and ethnic groups in our City in Human Relations training administered for our Police Force...ghetto residents, City Council members, representatives from established human relations organizations, etc. to apprise the Officers of what the community REALLY feels toward the Department. Obviously, this has merit for training Rookies, and for re-training older personnel. This training suggestion is included as appendage III to this report.

During the final phase of Grant #113, a group of the Officers involved in the planning met with a group of school administrators in a meeting chaired by our Consulting Director, Mr. Coker. This confrontation developed a line of thinking on police inadequacies in such areas as responding to calls,

protection around school areas, especially during and following sports events, the drop-out problem as relates to the police department, and other facets of police-school relations. The end result of this confrontation brought home once again thinking of planners working under Grant #113 that communication (or lack of same) must be improved to facilitate successful police operations.

Planning and research done under Grant #113 uncovered several items of direct and meaningful impact on police efficiency in the area of human relations. Inadequate recruitment results could virtually be eliminated if the community really knew Gary's Police Department, and what it is all about. Further, increased relations with the schools would go far toward this end, in that if youth realize what police work is really about, more would be attracted to it as a career.

One critical area--directly affecting operations--discovered during the life of this Planning Grant was that of "morale!" Obviously, efforts to enhance community relations are fruitless when the morale of the Officers is on the down trend. Such things as inadequate, poor equipment, poor maintenance of equipment, lack of confidence in the equipment, a serious lack of communications within the ranks (this to the point that the street officer feels if he does his job, he won't get backing from his superiors), etc., are detriments not only to a Police-Community Relations activity, but to Departmental activity on the whole. The lack of an adequate number of ranking officers to demand discipline (for instance, at times one Patrol Sergeant may be in charge of forty men) precludes that

discipline which, in turn, lends its effect to low morale.

LePlay Associates, Inc., New York City, was hired by the Project Director for Grant #113 to conduct a survey of Departmental personnel and their attitudes. This survey was conducted by Frank A. Cizon, Ph.D., and Edwin T. Gross, Ph.D., and a thorough research was made on this facet of Gary's police department. All Divisions and ranks were covered in this exhaustive survey to determine attitudes toward Police-Community relations. Findings are attached to this report as appendage IV.

The need for a Community Relations Department within Gary's Police structure is obvious. Gary's heterogeneous composition makes such vitally necessary, and quickly, if Gary is to retain her composure. Various community needs may be, at least, partially met through the establishment of such a department within the police structure, and the Department, itself, will benefit greatly from same.

RECOMMENDATIONS:

1. Create a Community Relations Section within the Police Department and give it FULL DIVISIONAL STATUS.
2. This Department should consist of eight (8) men and a Commander. These men should be utilized as community workers, speakers for community functions, etc., and should serve as liaison between police and community and inter-departmental communicants between divisions of the Department itself.

3. Officers should be assigned all schools as working Police Department representatives, and must work with youth in the schools. They would attend all school functions.
4. Continuing, stepped-up training in Community Relations must immediately be implemented to keep Officers aware of problems (and their role in resolving same) in the community. This, also, will aid Officers in realizing their role in implementing meaningful communication between the community and the Police, resulting in more effective police relations.
5. Establish an immediate "store front operation" for Police-Community Relations, to be a service to the community. This would be manned by competent officers who would listen to all problems-- police or otherwise--to be a part of the community.
6. Have a referral service, and keep an open line of communication with all departments to assure that all complaints referred are acted upon.
7. Create a speakers' bureau service. These officers would be from all divisions so they may be proficient to speak on the varied subjects of police work.
8. Have a police tie-in to the Model Cities Program. The police department should have a representative

in the planning of a model city so the model city would have a model police department.

9. Bring into existence a better line of communication within the police department, letting the men know what is going on.
10. Meet with community leaders, in all areas.
11. Training in community relations not only for new recruits, but a constant program of refresher training for all officers. They must be kept abreast of the current and changing problems in conjunction with the continual problems.
12. Organize community participation in the project. Let them get the feel of participation and action on the police department's activity. The community will understand the police problems more fully as a result.
13. Improve the intelligence coming to the police department.
14. Feedback, to the police and to the community.

REPORT COMPILED AND SUBMITTED BY:

George Coker	Conway C. Mullins	Frank Gucciardo
Consulting Director	Project Director	Asst. Project Director
Grant #113	Grant #113	Grant #113

APPENDAGE ITEM # I
POLICE COMMUNITY RELATIONS PROJECT
GARY POLICE DEPARTMENT
Gary, Indiana

4. Is the curfew law being enforced and is there parental responsibility supplement to this law?
5. What role, if any, can the Police Department play in stiffening bail bonds required for the release of offenders?
6. Why don't we have more Negro police officers in Gary inasmuch as the total population is in excess of 50 per cent Negro?

Several other questions of a general nature concerning Police Department operation were asked pointing up a keen interest on the part of the audience in the responsibilities of the Police Department.

In responding to the questions, Chief Mullins and Captain Gucciardo pointed up such things as:

1. Limitation by law of the scope of operation of the Police Department.
2. Failure of prospective police officers to meet the necessary requirements for employment by the Department.
3. Stepped up enforcement of the curfew and the attendant parental obligation portion of the curfew law.
4. Requested that any signs of favoritism in the issuance of traffic violation tickets or any other violations be immediately reported to the Chief's office.
5. Pointed up the severe shortage of police officers as a cause for lag in service in many instances.

Chief Mullins, throughout the question-answer period, was very firm in stating that the Gary Police Department must have full citizen cooperation for the Police to function as effectively as they should.

SUMMARY:

The audience was unanimous in requesting additional confrontations such as this to enhance the public's understanding of the Police Department in Gary and of what it can and cannot do -- and what it should and should not do.

RECOMMENDATION:

Officers connected with this experimental unit be trained in techniques of presentation of informational material to the general public, to preclude the Chief and Captain having to carry the brunt of audience questioning exclusively. This, also broadens the participation and will give the audience access of officers at the operational level and, conversely, will give the operational officers direct access to the audience.

COMMUNITY RELATIONS DEVELOPMENT PROGRAM

GARY POLICE DEPARTMENT

1301 Broadway -- Gary, Indiana 46407

June 30, 1967

Time and Date: 10:45 A. M. -- June 23, 1967

Place of Meeting: Training Room
Gary Police DepartmentR E S U M E'IN ATTENDANCE:

Patrolman Felix Lewis, Investigator, Juvenile Bureau
 Charles Boone, Detective Bureau (SA)
 Patrolman Terrence Finnerty
 Detective Charles Mazlack
 Patrolman Edward J. Alexander
 Patrolman Sal Equihua
 Patrolman Sam Muniz
 Patrolman Pete Flores
 Captain Carl Jacobs
 Sergeant Bob Knapp
 Sergeant Richard D. Knepper
 Captain Andrew J. Skinta
 Patrolman Carl D. Horton
 Sergeant Hilton
 Captain Frank Gucciardo, B. of I., Gary Police Dept.
 George Yaros
 George R. Coker, Consulting Director, C.R.D.P., Gary
 Police Dept.
 Gwendolyn Hegwood, Secretary, C.R.D.P., Gary Police Dept.

Captain Frank Gucciardo briefly highlighted the Conference he recently attended in Washington, D. C. He pointed out that even the best organized and most efficient Community Relations Service thus far established throughout the U. S. is not an ideal Program; and even communities that have good Community Relations Services still have problems. St. Louis Police Department has one of the best working community relations sections, and Chicago's section works fairly well. There was some eighteen months' involvement between ethnic groups, police,

and professionals represented before instituting a community relations service in Chicago. He further related that community relations change daily and there is no sure method of resolving problems. However, he stated that everyone in our Department will have to become community relations minded.

. There followed questions and an interchange of viewpoints by the officers in attendance, and discussion centered on establishing rapport between the community and the police. Some of the officers talked about various threats against the policemen and of threats of riots within our community.

Discussion followed on the various radical civil rights leaders (Carmichael), etc., and thinking was that if the policemen create a "good" feeling in their communities, people will not listen to such leaders. People listen to radicals because of the long background of injustice perpetrated against minority members. We must get citizens to want to cooperate with the police to better our community.

Mr. Coker pointed out that if we did not have organizations like N.A.A.C.P. and the Urban League here in Gary, we would have had an eruption here, and it is our job as a proposed community relations section of the Police Department to gear to the fact that people are people regardless of race. The first step each of us must make is a complete self-evaluation. You must be interested in people as people.

Captain Gucciardo stated that when starting a good community relations service, we don't want either the policemen or the community to get the idea that we are going to overlook the laws; and we must let all concerned know that the prime

target of the Police Department is to know problems of the community and help to resolve and correct them, if possible.

One officer pointed out that many people think that "our field is wide open," but "we are limited in what we can and cannot do." Another point brought up by an officer was that the police must create an attitude of listening to people, and if policemen stop stereo-typing people and meet people as people, much of the problem will resolve of its own volition. Another officer pointed out that if each officer in attendance learns the feelings of others and discusses same, each will know how the other regards problems.

Captain Gucciardo related a few barriers brought up at the Conference on the feelings of other communities on community relations. Some are: "Don't really care about community relations," "don't recognize prejudices or don't have enough time," "such work makes a social worker out of you," etc.

Discussion then ranged to communicating with the citizenry to create an attitude of trust and friendship with and toward the Police Department to create a more homogeneous community relationship.

It was suggested that every sergeant get to know his crew better and that police officers have a closer contact in the community, as above stated.

Captain Gucciardo stated to the group that establishment of a Community Relations Division in the Gary Department did not lend itself to any pat ideas -- rather, together, we must sift out various plans and ideas to come up with an effective Department. Each community will have to create its own community relations service.

He further stated that we have been touching on this particular problem here in Gary for some years because of our ethnic composition here. We have experienced some of these problems, but we did not have a set program to follow in resolving them.

Captain Carl Jacobs, in reporting on his recent trip to Memphis, Tennessee, stated that he feels that our Department is in much better shape than a lot of people in Gary think. He further said that there have been tremendous efforts made by the Gary Police Department in resolving community problems.

Another area the officers in attendance touched on was the proportion of ethnic group representation on the force. An effective recruitment program is absolutely necessary! The Department must make an effort to let men know that they are wanted as policemen and it will get better qualified men. Further, every officer should do the little things that put pride into their jobs as policemen, and exemplify a crack force!

The police officers designated to attend a meeting tentatively set for June 28th or 29th are: Captain Andrew J. Skinta, Terrence Finnerty, and Carl D. Horton.

The meeting adjourned approximately 12:15 P. M.

Respectfully submitted,
Mrs. Gwendolyn Hegwood, Secretary
C.R.D.P., Gary Police Department

COMMUNITY RELATIONS DEVELOPMENT CENTER

GARY POLICE DEPARTMENT

1301 Broadway -- Gary, Indiana 46407

October 2, 1967

Time and Date: 11:00 A. M. -- September 15, 1967
 Place of Meeting: Training Room
 Gary Police Department

R E S U M E'IN ATTENDANCE:

Chief Conway C. Mullins, Gary Police Department.
 Captain Frank Gucciardo, Gary Police Department, B.of I.
 Captain Carl Jacobs
 Captain Andrew J. Skinta
 Sergeant Saroka
 Sergeant Richard D. Knepper
 Sergeant Lieber
 Detective Charles Mazlack
 Patrolman Charles Boone
 Patrolman Conquitt
 Patrolman Sam Muniz
 Sergeant George Yaros
 Captain Emery Key
 Sergeant Wesson
 Patrolman Sanchez
 Detective Ensweiller
 Professor Frank Cizon
 Dr. Edward Gross
 Gwendolyn Hegwood, Secretary, C.R.D.P., Gary Police Dept.

The meeting opened with Captain Gucciardo introducing Captain Jacobs who spoke briefly on his recent trip to Kansas City, Kansas to survey their Community Relations Section of that city.

A question and answer session followed. Some of the questions asked were how long this Community Relations Program has been in existence in Kansas City? What is the attitude toward the police troops? How effective is their intelligence unit, and does it aid the police officers, etc.

Chief Mullins briefly mentioned a problem that has been cited in this area between the Police Department and a motorcycle club and after this particular incident there has been a lot of work and meetings trying to create a liaison between this club and the department. He further mentioned that if we had an intelligence unit here in Gary that it would be very helpful for the Gary Police Department. He stated that the need for a Community Relations Section of the Gary Police Department is so great that it should soon get started in this area. This particular phase of the Community Relations Section is coming to a close within the next 30 days and it will then be evaluated.

A short discussion followed and then Captain Gucciardo introduced Dr. Frank Cizon who opened by asking the group their reactions on this program, how they feel toward a Community Relations Section in their police department. Dr. Cizon mentioned that he has been in several cities where rioting has occurred to get the reactions of the policemen. He stated that Detroit has a Community Relations Section of that city, and the officers sort of direct themselves on the kind of role they should play in this particular program. The group mentioned that if salaries were raised there would be better qualified men.

The general discussion continued on the same forum of conversation by rehashing ideas on the development of a good police-community relations section for the Gary Police Department.

Dr. Edward Gross spoke briefly after Dr. Cizon and the meeting was then adjourned.

Respectfully submitted,

Gwendolyn Hegwood, Secretary
 C.R.D.C., Gary Police Department

APPENDAGE ITEM # II
POLICE COMMUNITY RELATIONS PROJECT
GARY POLICE DEPARTMENT
Gary, Indiana

ST. LOUIS REPORT

On Sunday, August 27, 1967, Officer Lewis and I arrived in St. Louis, Missouri.

On Monday, August 28, about 8:30 a.m., we started our day at the St. Louis Police Department. After arriving at the Police Department we had a half hour wait before we were met by Director Bortan, and taken to the Community Relations Office. We were advised by the Captain to make sure and call Bortan. We thought he was a Patrolman Director; but after talking to him, we found that he was a civilian, working in the Police Department, and has a big office on the 6th floor. He is also in charge of the Community Relations program through the City of St. Louis.

Director Bortan has a staff of one Community Relations Manager; a Civilian Consultant, who is also a Professor of Sociology at a local University; a Civilian Police Community Relations Representative who is also a noted professional football player, and works from January to July; four Police Officers; two secretaries; two clerk-typists, and two Police Cadets; an editor, and his assistant for the Monthly Police Journal.

Three of the Police Officers are assigned full-time: One to each of the most highly dense, and high crime areas of the city to carry on a face-to-face relations with the community to improve all phases of Police Community Relations.

All of these people are directly responsible to the Commander of the Police District, and to the Public Relations Director:

Four Police Officers are assigned to the Public Relations office, and operate from the office, but when needed, act as assistants to the Community Relations Manager.

St. Louis has nine districts. In each of these districts there is a Police Community Relations District Committee whose Civilian Membership ranges from 200 to 400.

Currently, branches of the Police Community Relations District Committees are being organized in each of the Public Housing units.

Each committee has a Chairman, Vice-Chairman, and a Secretary-Treasurer. They are elected by the general membership at the June District Committees meeting.

The District Committee Chairman appoints eight sub-committee chairmen, and each of them selects a minimum of five districts committee members to serve with him on the sub-committees.

The following sub-committees are operative in each of the nine Police Community Relations Districts Committees:

- Public Relations Committees
- Crime Committees
- Juvenile Committee
- Auto Theft Committee
- Traffic Committee
- Sanitation Committee
- Membership Committee
- Program Committee

The three officers of the District Committee, plus the Commander of the District, are involved in all activities of the District Committee and attend the meetings of the committee, plus the eight sub-committees.

St. Louis has one of the most effective programs in Community Relations, if not the most. It has been in effect since

1955 or 1956, after a conference in St. Louis, and after the earlier conference at Michigan State University:

Sixty members of the Conference, sixty Police, and Community Officials decided that constructive action was needed to improve relations between the St. Louis Police Department, and the community. To implement such action, the Conference established the St. Louis Committee for Better Police-Community Relations consisting of representatives of community agencies, and the St. Louis Police Department.

The first thing they decided was to organize in those districts where the crime rate was the highest. The Community Relations Office is a separate entity of the St. Louis Police Department, and totally supported by funds from the Departmental Budget. It is part of the Public Relations Division, which includes the function of Press Relations, Speakers' Bureau, Monthly Magazine, and Tour Program--all directed to help the public better understand the work of the Police.

One of the jobs of the Cadets is the tour around the city, and the Police Department given to all visitors.

Officer Lewis and Sgt. Rice were picked up at the Police Station by Patrolman Beattie, who is in charge of the eighth Deer Street District Police Community Relations Center, 4242 E. Eastin. We went to the Center and Officer Beattie explained some of their duties, such as working with kids. The program for youngsters is where they come to the Center, and are sent out on different jobs throughout the city. They do such jobs as cleaning the streets, alleys, and vacant lots. I believe they earn about \$1.25 an hour.

We also visited District Seven Community Relations Center and met Sgt. Sanders, who was in charge. He also gave us some helpful information. This district is the size of Gary, and is under the command of Capt. Redick, a negro. There are 219 white officers under his command that won't work for anyone else.

St. Louis has a lot of things going for them that we don't have:

1. Open Occupancy Bill
2. Open Housing Bill
3. Citizens can make a U turn in the middle of downtown without being arrested.
4. Citizens can make a right turn on a red light after a stop, with no arrest.

The people of St. Louis are very fortunate. I can't see what else they could want.

Sgt. Roy Rice

Patrolman Felix Lewis

GARY POLICE DEPARTMENT

APPENDAGE ITEM # III
POLICE COMMUNITY RELATIONS PROJECT
GARY POLICE DEPARTMENT
Gary, Indiana

COMMUNITY RELATIONS DEVELOPMENT PROGRAM

GARY POLICE DEPARTMENT

1301 Broadway -- Gary, Indiana -- 46407

July 11, 1967

M E M O R A N D U M

TO: Chief Conway C. Mullins, Captain Frank Gucciardo,
and Captain Carl Jacobs.

FROM: George R. Coker

SUBJECT: Suggested Training for Human Relations for your
Consideration

According to Milton Rector, of the National Council on Crime, "the police have the most complex and sensitive job of all agencies that deal with the public."

Police throughout the country (and right here in Gary) make the point that they are "scapegoats" in the current minority unrest. This has merit inasmuch as the police are the major element of white authority in non-white ghetto areas...thus they are "on hand" as objects of the hate of that element of our citizenry. Also, the police suffer from a problem that is well-known to the non-white community...they stand out as a group... and there are many in the public who respond to the exposure of a corrupt or brutal policeman with the view that all "cops" are brutal and corrupt. This is a slander against the great majority of our policemen who are trying conscientiously to do a job.

The size, scope and complications of the problem of POLICE EFFICIENCY are tremendous. Our policemen are expected to be experts in a wide variety of fields, not simply to be "crime-fighters," but to keep Gary safe and the citizens of Gary at peace with one another. Subsequently, as keepers of the peace, one of their MAJOR FUNCTIONS is to control crime. Another of their major functions is to relate...effectively... with ALL SEGMENTS of Gary's citizenry, which will enhance police effectiveness throughout the city.

With the above in mind, we offer for your consideration, the following tentative suggestions for inclusion in the on-going training program of the Gary Police Department -- Human Relations Training--Community Relations Division.

(See following pages)

SUGGESTED ITEMS FOR INCLUSION IN
"HUMAN RELATIONS" TRAINING FOR THE
GARY POLICE DEPARTMENT

HUMAN RELATIONS applies broadly to the interaction of people. Further, human relations is "action oriented," in that rather than merely studying human behavior, it seeks to develop more satisfying results of relationship between people, and to influence what shall happen in those relationships.

I. The Law of Effect

- a) A sound training program acknowledges that one tends to repeat behavior which seems to bring rewards.
- b) The trainer must convince officers that Human Relations Training will make them better, more effective officers.
- c) People feel that they "know all about" Human Relations training, and must be motivated to want to learn more about it.
 - 1) if local officers can be shown that Human Relations training applies to HIS day-to-day problems - rather than to problems in general - he will be interested in learning.

II. Learning is a dynamic, active process

- a) Participation -- if only a man's ears are participating (lecture) less is learned than if his eyes, thinking processes and feelings are involved.
- b) Knowledge and skills are more easily changed in training than are attitudes. However, in Human Relations training ATTITUDES are most important.
- c) Use of a carefully worded ATTITUDE TEST, before and after training, is advisable.
- d) It is more difficult to remove negative attitudes than to foster positive attitudes. Therefore, participative Human Relations training is a MUST.

III. Each person undergoing training learns at his own rate

- a) Uniform results should not be expected in Human Relations training. Some officers can recall experiences more rapidly than others, so a CONTINUING REFRESHER HUMAN RELATIONS TRAINING PROGRAM is a must.

IV. Terminology

- a) Caution must be exercised in selling "Human Relations" to officers.
 - 1.) to many, the term Human Relations conjures up images of manipulating people, being "soft", social reforms, etc.
 - b) Training possibly better referred to as Understanding Behavior.
- V. Trainer's goal always is to change part of a man's total behavior by changing his knowledge and attitudes. All training is basically self-development with the trainer setting the stage and the trainee doing the developing.

HUMAN RELATIONS TRAINING IS A FORMIDABLE TASK BUT A NECESSARY ONE. THE INTANGIBLE NATURE OF HUMAN RELATIONS MAKES IT DIFFICULT TO DEFINE, TO TEACH, AND TO EVALUATE. HOWEVER, THE FOLLOWING OFFERS FOR CONSIDERATION AN OUTLINE OF PROPOSED TRAINING FOR OUR DEPARTMENT.

CONFERENCE TRAINING

The conference method of training uses a small group who work mutually with the leader to develop joint discussion about Human Relations.

- 1) it is an excellent way to get officers to discuss human relations problems and develop ways to meet them; and it serves as an example of sound human relations practices.
- I. GROUP LEADER discusses Human Relations (as part of Community Relations) and prepares group for talks from community figures.
- II. The Police Officer views Human Relations:
- a) discussion led by Sergeant..... $\frac{1}{2}$ hour
 - b) discussion by those in attendance on officer's observations..... $\frac{1}{2}$ hour
- III. The non-white citizen in the ghetto views Police-Community relations
- a) discussion led by Rev. Brooks or other person conversant with ghetto area thinking as regards police..... $\frac{1}{2}$ hour
 - b) exchange of thinking between speaker and participants..... $\frac{1}{2}$ hour

IV. The Spanish-speaking citizen views Police-Community Relations

- a) discussion led by Mexican-American or Puerto Rican citizen..... $\frac{1}{2}$ hour
- b) exchange of thinking between speaker and participants..... $\frac{1}{2}$ hour

LUNCH

V. Showing of movie on Human Relations.....1 hour

VI. Gary's City Council views police-community relations

- a) discussion led by Council member (Ted Nabhan).. $\frac{1}{2}$ hour
- b) exchange of thinking between speaker and participants..... $\frac{1}{2}$ hour

VII. GROUP DISCUSSION on movie and other facets of days training..... $\frac{1}{2}$ hour

Second Day's Training

I. The Chamber of Commerce views police-community relations

- a) discussion led by Cliff Peake or designate..... $\frac{1}{2}$ hour
- b) exchange of thinking between speaker and participants..... $\frac{1}{2}$ hour

II. Gary youth view police-community relations

- a) non-white youth
- b) white youth.....1 hour
- c) Spanish-speaking youth
- d) exchange of thinking between speakers and officers..... $\frac{1}{2}$ hour

III. GENERAL SUMMARY OF TRAINING

Positive remarks by:

- 1) The Mayor
- 2) Rev. Paris, N.A.A.C.P.
- 3) Rev. Lowery, Youth Council
- 4) other selected participants.....1 $\frac{1}{2}$ hours

The above is suggested as a "tie in" with regular training now being given Gary's police officers.

APPENDAGE ITEM # IV
 POLICE COMMUNITY RELATIONS PROJECT
 GARY POLICE DEPARTMENT
 Gary, Indiana

NEED AND SUGGESTIONS
FOR
A POLICE-COMMUNITY RELATIONS PROGRAM

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Purpose. Police-community relations activities have been stimulated in various communities as a result of increased social disorganization, minority group tensions and violence. The demand for more and better law enforcement services from the police and for a closer communication between the police and the community is on the increase. As noted in the Task Force Report on the Police by the President's Commission on Law Enforcement and Administration of Justice:

"Police-community relations have a direct bearing on the character of life in our cities, and on the community's ability to maintain stability and to solve its problems. At the same time, the police department's capacity to deal with crime depends, to a large extent, upon its relationship with the citizenry. Indeed, no lasting improvement in law enforcement is likely in this country unless police-community relations are substantially improved."

In some communities police-community relations units have been established with a great deal of planning, often in consultation with outside experts. In other communities, these units have been set up with a minimum of planning and consultation.

An important phase of thinking about and possibly for planning a police-community relations activity within the Gary Police Department is the assessment of the department's attitude toward police-community relations. To make a decision relative to the most effective type of activity, it is essential that full consideration be given to the attitudes of the men in the department.

In view of the foregoing, the purposes of the investigation undertaken and reported here are to determine from police officers: (1) their assessment of the need for this kind of activity; (2) the reason this kind of activity is needed; and (3) suggestions for structuring this type of activity.

Method. The information on which this report is based was obtained by personal interviews or discussions conducted during early October, 1967 with officers of the Gary Police Department.

Discussions were held in Headquarters with fifty officers: patrol, traffic officers, detectives, juvenile officers, sergeants, and captains. Some of the discussions were conducted individually with participating officers, others in groups of two or three. Officers from different shifts or "turns" were represented; i.e., morning, early and late afternoon, night, and even the early morning shift.

The interviews or discussions were semi-structured; that is, a formal questionnaire was not used, but rather, subject areas were raised for discussion. The areas for discussion were developed jointly by Dr. Edwin J. Gross (Roosevelt University) and Dr. Frank Cizon (Loyola University), the discussions led by Dr. Gross, the interpretation and analysis done jointly by both.

Two qualifications or limitations with respect to method need be stated. First, this study is not a customary "survey" or quantitative one, reporting solely on what proportion of the men feel a particular way. Rather, from the wealth of discussion material, patterns of attitudes will be reported; namely, how the men feel, and, in some cases, why they feel the way they do. Some quantification will be reported as to the relative importance of various attitudes, but the study should be interpreted qualitatively rather than quantitatively. Second, it must be recognized that the participating officers were talking with an outsider, someone to whom they could tell their

story, someone who directly or indirectly might be able to do something for them; additionally, someone from the outside who should go away with, and report on, the positive side of the police story. While this undoubtedly existed, the writer cannot help but feel that the majority of the officers were sincere, and, in many cases, completely candid. Relatedly, neither the writer nor the reader should evaluate or react to the officers' attitudes in terms of these being right or wrong, justified or unjustified. The way people -- in this case -- the officers feel is as important, if not more so, than what conditions may, in fact, be like. In dealing with human behavior, what conditions are thought to be are oftentimes very much more important than what conditions really are.

The writer wants to express his sincere appreciation to Chief Mullins and to Captains Gucciardo, Skinta, and Key for their invaluable aid in enlisting the cooperation of their men, and most importantly, to the individual police officers who gave of their time and feelings on the subject of police-community relations.

PERCEPTION OF POLICE-COMMUNITY RELATIONS NEED

The majority opinion among the police officers is that there is definite need for a police-community relations program. The specific reasons for, and attitudes toward such an activity will be discussed in detail in the next chapter.

There are some officers, amounting to probably no more than one-tenth of the officers, who feel that there is no real need for this kind of activity. Where this minority opinion is held, the major reason is that the "average" or "good" citizen is not a problem, and does not come in contact with the law. It is the "criminal" who encounters the law, or more properly, encounters the policemen, and this criminal element is best handled with force or authority rather than any educational or communications program. A second reason offered to support the view that a police-community relations program is not needed is the somewhat narrow interpretations of police-community relations; namely, citizen complaints or "gripes" about the police or, in particular, police treatment. The view here is that the Gary Police Department has always maintained an "open door" police -- the complaining citizen always has access to the officer's immediate superior and even to the top echelons of the department. Thus, there is no apparent need for this kind of activity since channels of communications between the (complaining) citizen and the department have been and are open and available to the community.

The dominant reported opinion or view among the respondent police officers is that there is a need for a community-police relations program, this now to be discussed in the following section of the report.

THE POLICE VIEW

This chapter of the report will concern itself with the apparent need for a community-police relations program from the standpoint of the police officers; i.e., why they think this type of activity is necessary.

Historical View. Several of the officers, some one-tenth, feel that there is a need for a community-police relations program or activity because the department is simply not doing much or enough in this area now. Some of the officers pointed out that the department used to do more before (e.g., Traffic officers lecturing at grade schools). Others simply pointed out "that we are not doing enough of this kind of thing." One officer pointed out that not enough is being done, and the "brass," in particular, doesn't care. Further, if the "brass" doesn't care, why should the individual officer be interested or concerned about this.

Interaction. A few officers, less than one-tenth, pointed out that a police-community relations program is needed because the majority of the public does not come in contact with the department. There are at least two reasons for this lack of contact. First, the officers no longer get to know the citizens in their district either because the district is too large and is covered by cars or because they are shifted from one district to another, thereby not really coming in contact with the people in the community. As one officer put it, "You don't get to know people." Second, some of the officers observed that the average citizen only comes in contact with the department when he wants

help, not otherwise, and in these cases, the citizen is usually in a negative frame of mind; e.g., the citizen was attacked, and where were the police.

To these officers, a police-community relations program would effect some interaction between the police and the community and under circumstances which are not negative or critical.

Community Disinterest. One rather important need for a police-community relations program in the opinions of the officers is that it would increase community interest in good law enforcement. (It should be noted that some one-fifth of the officers touched on this particular need for such a program.)

There were several components to this need. First, that the public is neither interested in the police nor in law enforcement. One indicator of this public disinterest was the absence of any significant citizen attendance at the Lake County Police-Community Relations program held two years ago. A second indicator of the lack of community interest is the reluctance of citizens to prosecute or to act as witnesses in court. A third measure of the lack of community interest is that the public does not support the officer on the street; e.g., crowds or people simply stand by not helping where aid is indicated, and in some cases, actively intervening in the officer's enforcement of the law.

Some of the officers felt that a police-community relations program might educate and interest the public in good law enforcement, enlisting their cooperation in reporting crime. As one officer put it, "People don't help. They should get involved." Reference was made to the Chicago Crime Stop program,

which, according to their information, has been effective.

Community Respect. The need for a police-community relations program in order to generate community respect for the police was by far the single most important reason given for such a program, fully one-fifth of the officers giving this as a reason.

Among these officers volunteering this reason for a police-community relations program, the idea was verbalized that the police officer in Gary (and probably in other communities also) has a poor image. Some of the more noteworthy facets of this are that "the police have a poor image," "the community looks at the police as bums," "the people are suspicious of the police." In addition to these rather general self-deprecating comments, some specific and meaningful reasons were offered as to why the community feels this way:

1. The community feels that the police officer gets everything for nothing - his food, clothing; the officer takes what he wants or needs, including graft.
2. The community doesn't believe that the police officer really works; he is either seen sitting in a police car or drinking coffee.
3. The community incorrectly blames the police for the absence of law enforcement or leniency shown law violators. (It is in this context that many of these officers were critical of their superiors, the courts, and community political structure. These will be discussed in a later section of the report.)
4. The community does not understand what the police officer does in the course of the day; i.e., his job is thought to be an easy one.
5. Since salary levels are what they are, police officers have to supplement their incomes (e.g., "moonlighting"). Since the community sees this, the officer necessarily has less respect and prestige.

Thus, to a significant proportion of the officers, this matter of respect looms large. From a behavioral point of view, this observation has a great deal of significance. Social psychology has demonstrated that people ultimately begin to see themselves as they think others see them. If enough officers feel that they lack respect, they may eventually lack self-respect. Some of the officers commented on this point, although without reference to the behavioral theory underlying the observation. For example, some said, how can the community respect us when we have no self-respect ourselves, as in our uniforms, equipment? One officer pointed out the need for more personal inspections. Another officer commented that it was difficult to distinguish the professional, full-time policeman from the "rent-a-cops," the privately employed uniformed guards.

Police Function. An additional critical need for police-community relations activities, mentioned by some one-third of the officers, is that such a program would inform the public what the police can and cannot do. This facet of the activity would be essentially educational and would serve at least four purposes:

1. As pointed out previously, some of the officers feel that they lack respect from the community because the public does not know the varied and complex duties of a police officer. This part of the police-community relations activity would accomplish this to some extent.
2. The community does not understand that policemen, like the citizens, are bound by laws. For this reason, the officer is sometimes asked to do things he cannot do, and when he does not comply, he is criticized. One example cited repeatedly by the officers was the case of family disputes. The wife reports that the husband struck her and demands that the officer arrest the husband, not understanding that the officer cannot do this without a formal complaint.

3. The public has to understand that the police department is but one aspect of the law enforcement function, there being additionally the courts, prosecution, probation personnel, etc. The police officer is held responsible for the seeming errors of these other parts of the system of law.
4. When the community more fully and correctly understands what the police can and cannot do, they would not be requested to provide the types of service they are not permitted to provide. In this way, impossible requests would not be made, thereby maximizing available (and reportedly limited) personnel and facilities.

Laws, Courts, Political Structure. Some one-fifth of the police officers indicated the need for a police-community relations program in terms of improving or modifying the laws, courts, and political structure in order that the officers can operate more effectively in behalf of the community. In particular:

1. The community needs to legislate laws to strengthen the position and ability of the police department to do its work. Some of the officers feel that laws are inadequate to allow them to properly protect the community. For example, complaints are received about prostitution, but the police are restricted in the situations in which they can take action under existing law.
2. The courts make it more difficult for the police to do their jobs in terms of (a) placing restrictions on investigations and interrogations, and (b) being too lenient with convicted criminals, as for example, second and third probations.
3. The political structure of the community provides protection and immunity for certain types of criminals. For example, arrested individuals or groups are released because of political pressure. (For example, "You make a good pinch, and they get them off.")

As a result of one or more of the foregoing, the officers see their ability to enforce the law restricted, and a police-community relations program is needed, therefore, to rectify, remove, or modify these restrictions.

News Media. Over one-tenth of the officer respondents indicated that a police-community relations program is needed to offset or correct erroneous and/or incomplete news stories about the police.

Several of the officers indicated that the news media "exaggerate," are "biased against the police," and are "consistently critical." Cases were cited in which the news media were not only critical of the handling of specific incidents, but give undue emphasis to an "ex-cop" involved in some wrong doing, even though the accused may have been a police officer many years ago. Relatedly, accusations against the police are page one, but retractions or clarifications at a later date are not given the same space allocation.

These officers feel that the community need know about the police, accusations, resolution of charges, etc.; in short, a vehicle or means of communications that would provide a more fair or less biased reporting of police activities.

General Community Support. Some of the officers indicated that a police-community relations program is needed in order to enlist support for strengthening of the department, either in terms of salary increases, recruitment, or equipment. The feeling was evidenced by some that if the community really knew the job of the police and their problems, the department could more easily obtain those things needed; namely, salary increases and equipment.

THE COMMUNITY VIEW

The previous chapter of the report concerned police-community relations from the viewpoint of the officers; that is, what the police think the community should know. In some cases, the officers also put themselves in the position of the community; i.e., what the police should know, or could learn from the community. This chapter, then, will discuss the community side of the coin, rather than the police side. It is obvious, but noteworthy, that ultimately, the way to find out what the community wants is to conduct an investigation similar to that undertaken among the officers with members of the community. This would provide information on what the community wants, feels, etc., rather than what the police think the community wants.

Expectedly, the officer respondents tended to see police-community relations from the police rather than community side. As this became apparent in the first one-third of the interviews, the subject of police-community relations from the community standpoint was raised for discussion. While some of the officers commented on needs for this type of feedback, and this will be discussed in some detail in this chapter, other officers felt that they had a good idea as to how the community feels, and what the community complaints are. These officers indicated that they had three possible and useful means of information about the community, these being:

1. Police work; as these officers are out on the street, they feel that they pretty well understand what the community wants, and how it feels. (For example, fast service on calls, courtesy, etc.)

2. Citizens of the community: not only are these officers members of the Police Department, but citizens of the community - fathers, husbands, neighbors, relatives, etc. As they come in contact with other people, in the non-police role, the officers receive comments and reactions on how the police are regarded.
3. Some of the officers indicated that in their part-time jobs they are out in the community and get to know community reactions, feelings, etc.

For those officers seeing a need for police-community relations from the community side, the needs or functions of this type of activity would do the following:

Improving Police Services. By going out into the community and finding out, or more properly learning the extent and nature of additional services the community wants, a better job of providing service can be effected. As one officer put it, "We should go out into the community, taking the initiative to determine what we can do." In other words, "How can we serve you better?" By some type of systematic interaction with the community, with public participation, questions would be asked, and from this, service improvements could possibly be effected. What is additionally significant about this suggestion is that the police department would take the initiative, rather than modifying its service only after public criticism.

Determination of Community Complaints. This need for a police-community relations program is related to the foregoing; in this case, to determine the exact nature of complaints and "gripes" the community has about the police. As some officers put it, there is a feeling in the community that the police don't do their job, the police don't know their job, and that

the police are too late on calls. A program involving the community would detail what these complaints are, and why these views are held. As another officer put it, there is no real way for the public - the average citizen - to air his gripes about the police and police service.

Understanding the Minority Community. Another need for a police-community relations program is that the police would better understand the specific community in which they are operating. For one thing, with a better understanding of how certain segments of the population live (e.g., minority groups), the police officer would have a better understanding of why some people might be bitter, not only toward the police, but toward the society as a whole; for another, to understand that the minority community is not homogeneous; i.e., not uniformly bad, but that there are differences in people and their behavior within the minority community; interaction with the broader minority community, not only the criminal element, might reduce some of the prejudice among some police officers. (Prejudice was acknowledged and admitted not only by some Negro officers, but some white officers as well); finally, interaction with the minority community would perhaps indicate to the police officer how the minority group would not like to be treated. (As one officer put it, "Don't call the Negro 'Boy'.")

Some degree of the foregoing comments were oriented toward riots, or more properly, the avoidance of riots; that is, by better understanding the minority community in particular, their problems, their complaints and gripes, riots might be avoided.

As Basis for Police-Community Relations Program. One very obvious need for a police-community relations program in terms of the foregoing is, as one officer put it, to find out what the community wants before building a program. In other words, before developing a police-community relations program in terms that the police administration thinks the community wants, go to the community first, and incorporate their ideas in order to structure the program to some extent to meet the needs as the community perceives these needs.

BASIS FOR POLICE-COMMUNITY RELATIONS PROGRAM

This chapter of the report is concerned with what might be done in terms of police-community relations activities. It must be emphasized that the suggestions are those presented by the officer respondents: judgment should not be passed on these by the reader as "right" or "wrong." In some cases, officers appeared to have a great deal of insight into police-community relations, in other cases greatly oversimplified interpretations, and, in still other cases, obviously incorrect interpretations. The fact is that this is how the officers feel, and feelings must be dealt with as well as what is actually true.

Discussions with the officers for this part of the study focused on what, in their judgment, could be done in the way of police-community relations; i.e., if such an activity or unit were set up, what might be done. Some of the officers responded in terms of the audiences for this kind of program; others in terms of content; others in terms of method. As these suggestions are presented, where possible some quantification will be included; i.e., the approximate number of officers who volunteered these various suggestions.

Audiences. In the officers' judgment, different kinds of people should be reached with a police-community relations program. The more important audiences mentioned are discussed below:

1. Schools

The single most important audience identified by the officers is the school population, mentioned by one-third of the respondents. This audience is important for several, and for rather different kinds of reasons:

- a. Children can be taught things for their own protection, as for example, traffic hazards and rules, molestation.
- b. Children, if taught early enough what the law is and what the penalties are, will not get into trouble.
- c. Children will realize that the police officer is not someone to be feared, but rather a friend.
- d. Children could possibly communicate the things they have learned about the law and the police to their parents, particularly in those situations in which parents have not had sufficient experience in a positive way with the police.

The dominant view appears to be one of getting to the children early enough, and in so doing, some crime might be averted in later years, and the children, as they become adults, would respect the police officer.

2. Social, Religious Institutions

The second most important audience to be reached, mentioned by some one-fifth of the officers, is that of the social clubs, PTA's, and churches. The clergy - the religious leaders - in particular were identified as an important element to be reached in a police-community relations program. (One apparent reason for this is the perceived lack of cooperation among some clergymen, as for example, in getting parishioners released and/or testifying as to the moral character of the accused in court.)

3. The Judicial System

Several of the officers felt that one important audience for any kind of police-community relations program is the judicial system - the judges, the prosecutors, and defense lawyers. (One reason for this is the comment by some of the officers that continuances are given too often, tying up the officer on his free time, being "unfair" to the officer on the witness stand, the court simply not being "friendly" to the police officer.)

Methods. Other than the very obvious method of addressing (speaking before) groups of children, leaders, etc., some of the other methods suggested by the officers are:

1. Radio and TV shows or programs: this might take the form of a regular radio program in which the audience could call in with specific problems or obtain information, or a TV documentary (like the Chicago Task

Force) on what police work is like. (This idea was suggested by some one-tenth of the officers.)

2. Pamphlets which could be prepared on duties of the police, types of service, etc. which could be available for distribution to schools, clubs, etc.
3. Films or movies to be prepared on police work which could be shown to various groups.

In addition to formal media of communication, other means of reaching selected publics or audiences were suggested. One of these was individual participation by the officer as a member of a club, church, etc. He should talk before those groups in which he holds membership. Visits by individuals or groups of citizens to police headquarters to see how the police function were also suggested. Another possibility was the neighborhood or block representation system, as in St. Louis where police facilities are available in different neighborhoods where citizens can locally resolve police-related problems.

Content. The officers made many suggestions for the kinds of information or content that a community-police relations program should transmit or contain.

The first, mentioned by some one-sixth of the respondents, was that of communicating to the public what the police department does; i.e., its jurisdiction, and what it can and cannot do. This is most understandable in view of the reasons given by the officers for a police-community relations program discussed here. The dissemination of this type of information would enhance the respect the public has for the police (complexities of their jobs, time required for functions, not their unwillingness to do certain things, but their restrictions by

law), would result in better law enforcement (the officers would be called upon in those situations where they could act), and would show the public that the police have a difficult job operating with restrictions and understaffing. (This would possibly enlist community support to better the economic and professional status of the police officer.)

The second major item of content, also mentioned by some one-sixth of the respondents, was to let the public know that the police are there to help them, to solve their problems where appropriate; i.e., the police are not necessarily to be feared. The idea here centers on service; namely, what the police can do to help the citizenry. (Public exchange or communication would elicit the kinds of services the citizens would like, possibly identifying those areas in which the police could help.)

The third major item of content, mentioned also by some one-sixth of the respondents, is the necessity of pointing out to the public that law enforcement is their responsibility as well as that of the police. This responsibility and awareness should take the forms of reporting crimes, cooperating in police investigations, testifying in court, etc. (References were made to Chicago's Operation Crime-Stop in a favorable light.)

A fourth, somewhat important suggestion for content, mentioned by one-tenth of the officers, was to communicate to the public just what the laws are and what the penalties for violating these laws are. (Some of the officers felt that members of the public, particularly the children, would be deterred from crime if they knew the consequences.)

Staffing. Some of the officers made suggestions as to how such a unit might be staffed if instituted. Some of the considerations here were that men on this detail be full-time; that is, concentrate their activity on this, not on other things. (One officer, in fact, pointed out that officers performing this function should not make arrests in order to maintain their "neutrality" in the community.) Another suggestion was that personnel be specifically trained for this kind of work, e.g., highly trained in human relations. A third suggestion was that officers should be selected ultimately on the basis of their interest in this kind of work and suitable personalities; i.e. volunteers, or that the unit should be staffed by officers selected from among themselves, and not as one officer put it, "by City Hall,"

The Department. In the course of discussing with the men what might constitute the basis for improving police-community relations, almost one-half of the officers volunteered the police department itself and the relationship between the police department and the political structure of the community could do a great deal to improve police-community relations. The following types of thoughts, comments, suggestions, etc. were offered by the officers.

One-fourth of the officers said, in effect, "the police should straighten themselves out first." This should or could be done by better training of the officers in human relations and in police work as well. (Some of the officers volunteered that they felt ill-prepared to cope with emergencies such as riots.) They felt they had not been adequately informed as to appropriate procedures. Some of the officers indicated a need for more training in the law or at the FBI academy, which was thought to be unavailable to members of the department. Some of the officers felt that one way to improve police-community relations was to do some old-fashioned housekeeping - personal dress of the officers and appearance of headquarters. Some of the officers felt that the individual police officer, himself, could do a great deal in affecting police-community relations by his individual behavior toward, and treatment of citizens, as for example, treating citizens courteously and approaching them with friendliness. It is the writer's judgment that the officers were candid and honest in their self-appraisal to the extent that police-community relations begin with the individual police officer and the department, and some of these officers,

objectively see inadequacies in themselves, their brother officers, and in the department as a whole.

One-fifth of the officers focused not on the police themselves, but rather on the relationship between the department and the political structure of the community. The dominant idea here was that the department is influenced by the political structure in such a way and to such an extent that "the minority is a majority," (referring to Negro community), that the police officer is harassed in his enforcement of the law (ticketing motorists, arrests for law violations) because of political pressure, that the top administration of the department does not always back the individual officer and that the department needs reorganization in order to eliminate some confusion of roles.

Several of the officers reported candidly that morale was not as high as they hoped it could be. While types of feelings and recriminations and assessment of actual condition might well constitute a separate study (or investigation), it is interesting that many of the officers saw these problems in the perspective of police-community relations. How, then, in this perspective, could a police-community relations program be effective if (a) the police themselves don't take steps to improve their attitudes, behavior, performance, etc., and (b) how effective could such a (or any) program be if the political structure of the community intervenes between the police and the community? In essence, this is what the officers seem to be saying or asking.

A third part of the department's role in police-community relations is an expected, and understandable one; namely, the observations that the police officer is overworked (no time off

for court duty, over-time without compensation, etc.), underpaid (comparisons were made between police salaries and those in the mills), understaffed (questions were asked as to how officers would be recruited with the low salaries; indicative of the difficulty is the observation that city restrictions have been lifted, (officers having only to reside in the County), and finally, the inadequate equipment (as for examples, defective automobiles).

Other Bases. There were various other kinds of suggestions made or considerations for a police-community relations program, as for example, the need for laws to strengthen the police, demonstrations of how the police, themselves are abused, communicating to the public that the police are understaffed, underpaid, etc.

The foregoing were rather isolated amounting to no more than one or two comments or suggestions. There was one "miscellaneous" suggestion which was mentioned by three officers, however, and this was the need for a system to resolve community gripes or complaints against the police. The idea here was that a complaint might be made by the citizen, and nothing may happen with this. A system need be set up where the complaint is followed through and the citizen then informed as to the outcome of the charges or complaint.

CONCLUSIONS AND RECOMMENDATIONS

The view of the majority of police officers studied is that there is a definite need for a police-community relations program for the following reasons:

1. Too little of this kind of activity is currently being done.
2. There is too little contact between the average citizen in the community and the Police Department.
3. Community interest in the police and in law enforcement needs stimulation.
4. Community respect for the police, perceived to be lacking, need be generated.
5. Communicate to the community the functions (and limits) of the police officer.
6. Involve the community in passing laws to strengthen the police function.
7. Enlist greater cooperation of the courts and political structure.
8. Counteract the biased view of the police as presented by the press.
9. Enlist general community support for increased professionalization of the department.
10. Learn from the community how police services can be improved.
11. Determine community complaints about the police.
12. Understand the minority community.
13. Plan a police-community relations program on the basis of community attitudes.

The audiences to be involved in a police-community relations program, in respondents' opinions, are the school children primarily, but, also, and importantly, the social and religious leadership of the community, the judicial system, as well as the police department.

The primary methods of communication suggested are personal or group meetings between the police officers and the public (schools, clubs, etc.), use of radio and TV shows or documentaries, pamphlets for distribution, and films to be shown to groups. Neighborhood or local meetings and facilities were also mentioned.

Content of the police-community relations program should focus, in the officers' opinions, on:

1. Jurisdiction of the police officer.
2. Inform the public about the law and penalties for violation.
3. Increase in the knowledge about the community for the police officer.
4. Improvement in the attitudes of the police officer toward minority groups in the community.
5. Emphasis on the services or help the police officer can offer the community.
6. The importance of community efforts for better law enforcement.

Staffing of a police-community relations unit, in the opinions of the officers, should be men assigned full-time, volunteers suited and specially trained for this work, and not appointed by "City Hall."

A significant proportion of the officers felt that ultimately an effective police-community relations program is influenced by (a) the department itself - the individual officer,

morale, organization, (b) the community political structure, and (c) increased professionalization of the police officer in terms of training, salary, equipment, etc.

RECOMMENDATIONS

1. The desirability of a police-community relations unit within the Gary Police Department is suggested not only by the reported effectiveness of this kind of activity in other departments and the widespread acceptance of this kind of activity nationally, but also, from the standpoint of this study of the attitudes of the Gary police officers. The first recommendation, then, is that a Police-Community Relations Division should be established within the Gary Police Department.

2. This division should be given proper status in the department by the appointment of a director who would be highly respected by the men and of equal rank to that of other division directors. The members of the division should be selected from the force not only for their ability to relate well with other police officers and with the people of the community, but also, because they have a personal desire to work in the area of police-community relations.

3. The police-community relations program, however, cannot be the exclusive concern of the Police-Community Relations Division. Every man in the department is the representative of the department within the community. Good community relations is the responsibility of all the men in the department. Therefore, all men should be encouraged, as a matter of departmental policy, to increase their knowledge about the community and the

people with whom they work. All men should receive special training to improve their skills in handling complex urban human interactions. To restrict police-community relations programs to the work of a small cadre of men in the department would be to severely limit the effectiveness of any such effort.

4. In addition to special training programs in police-community relations, there is recognized by the men a need for additional training in all areas of police work not only for recruits, but also, for veteran officers, as well. Training for better community relations should be a part of a comprehensive training plan for maintaining and raising standards of police work. A well trained disciplined and self-respecting police force was considered an essential part of improved police-community relations by many of the men interviewed.

5. It is strongly suggested that some medium of internal communication be developed within the department to inform the officers about what is being done now, what is contemplated, and what will be done. There are undoubtedly activities (e.g., traffic officers meeting at schools) of which many men are unaware at the present time. Internal communication on this subject will clearly indicate that administration of the department is interested in this kind of activity, even with limited resources; something the officers do not presently perceive (e.g., "If they don't care, why should I?")

6. Before the inception of a Community-Relations Division, research should be undertaken in the broader community (i.e., the "average" citizen; minority group citizens; social, business, religious leadership; civil rights groups; those in the judicial

system; and those in the political structure) to determine those points on which such a program should focus. Rather than developing a program on the basis of what those in authority think it should include, the people of the community should be studied to determine their attitudes, problems, criticisms and suggestions for a police-community relations program.

7. Another recommendation is that the content of the program should include (a) those items identified through community research, and (b) to the extent possible and consistent with community desires, those suggestions made by the officers themselves. If the latter are only of modest effect in affecting community attitudes toward the police, they would clearly be salutary in terms of departmental morale.

8. Whether or not such a unit is set up, additional dialogue should be immediately established between the newspaper and the department. Whether true or not, many officers feel that the newspaper is unnecessarily critical. It is not reasonable to assume that with exchanges of ideas at various levels (Chief and Captains with Publisher and editors; reporters with officers) that mutual understanding, and probably respect for both points of view would develop. Both of these institutions serve the community, and as the community falters or decays, so, too, do these.

9. The men properly realize that a Police-Community Relations Division will not be successful independent of other factors internal and external to the Gary Police Department. The internal factors - those within the department - to mention but some of the more important ones suggested by the men themselves

or observed in their reactions are (a) individual appearance and behavior, (b) self-respect, (c) confidence in the administration of the department, (d) salaries and promotions, (e) equipment. The importance of good morale within the department was consistently stressed as an essential beginning to improvement in police-community relations. "If men do not respect themselves, they will not find it easy to respect others." The external factors - those outside of the department in the community - that will ultimately determine the success of a Police-Community Relations Division are (a) the political structure of the community and its relationship to the department, (b) the judicial system, (c) the mass media, (d) community leadership, and most important, (e) the citizen.

10. As a final but very significant point, it would be remiss not to stress a serious gap in the police perspective for improving police-community relations. Most police officers interviewed interpreted the task of a Police-Community Relations Division to be the enhancement of the image of the police in the community; a task of telling the police story to the community; a task of doing "a good public relations job." These comments carried the connotation of a dichotomy between "we, the police" and "they, the community." There was not a real awareness of the police that they are part of the community, even in the high crime rate communities. There was no intense desire to understand the community or the minority groups better; no real confrontation by the police of the real issues promoting social disorganization and high crime rates in the community.

It would seem that an effective police-community relations program must not only provide the police with a communication

vehicle for telling their story, but, also, must create new channels of communication from the community to the police. The people of the community must be able to express their needs, criticisms, suggestions and help through official channels to the police department. Even more important, if law enforcement involves crime prevention as well as crime detection, the police officers, probably through a Police-Community Relations Division, must involve themselves in understanding all the needs of the community which they serve - needs for better housing, more employment and improved education, as well as, needs for law enforcement. If the police are truly part of the community and are concerned with the causes of crime, they must become identified with other agencies of the community working to rid the community of personal and social inadequacies. The police, probably again through the Police-Community Relations Division, should be represented on all major planning boards in the city. They should consciously strive to make law enforcement and crime prevention services a part of all plans for the future of the city. They should increase all efforts to cooperate and coordinate with other community agencies similarly concerned with these interests.

In this way the police-community relations program would truly involve the police in the total community served and would provide a sound base for promoting the community's identification with the goals of law enforcement. This is the essence of a police-community relations program. Again, in the words of the President's Task Force Study on the Police:

"The job of a community relations unit transcends public relations and friendly contacts with community residents.

It includes continuing involvement in aspects of policy making, personnel decisions, and training which have a community relations impact. This means playing a key role in police planning for demonstrations and civil disturbances and in preventing incidents that can trigger a major outburst. In a few cities, . . . the units have gone even further and begun to take a part in actively helping residents with non-police problems, such as job placement and referrals for help."

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