

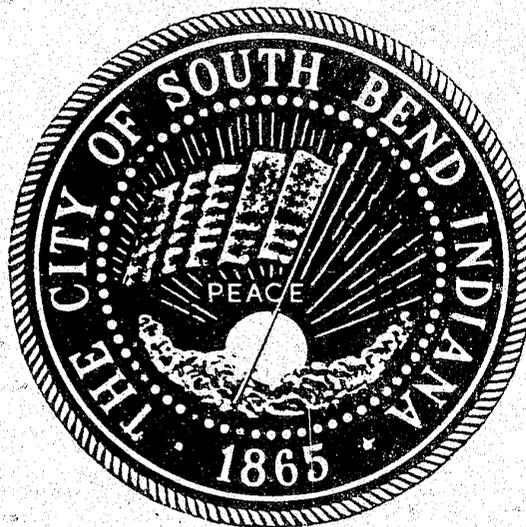
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FINAL REPORT



1968-1969

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THE SOUTH BEND POLICE DEPARTMENT
COMMUNITY RELATIONS BUREAU

Its beginning, its progress, its accomplishments.

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INTRODUCTION TO POLICE COMMUNITY RELATIONS

Safe streets, a secure home, a personal sense of security, are everyone's business. They are not only shared goals but a joint responsibility. The creation of a professional police service does not divest the individual citizen of a personal responsibility for his own orderly behavior and a general responsibility for an orderly community.

The achievement of "social order" by both legal process and by well ordered personal conduct can only exist if there is a partnership between citizens of the community and the police. The purpose of a police community relations program is to establish such a partnership.

INGREDIENTS OF A POLICE COMMUNITY RELATIONS PROGRAM

The essence of a community relations program is to establish an effective working relationship between the members of the community and their police. Consequently, the program must consist of those activities which make for:

A clearer understanding of the function of "public order" in our society and the role of the community and the police in establishing and maintaining it.

An atmosphere which encourages a partnership between the community and the police in establishing and maintaining "public order."

A cooperative effort to identify areas of common interest, barriers to communication and understanding, sources of tension, hostility, and conflict.

Opportunities to mutually develop plans and to work together in their implementation.

Communication of those things necessary to an understanding of the other's point of view.

Development of mutual trust and respect.

A cooperative effort to develop solutions to problems.

RESPONSIBILITIES OF THE DIRECTOR OF COMMUNITY RELATIONS

The stimulation, development, coordination, and functional supervision of the department's community relations program.

The implementation of community relations policies, objectives, and programs as directed by the Chief of Police.

Liaison at the appropriate level with other agencies, and community-wide organizations, both governmental and community.

Development and coordination of "model" community relations program, department community relations training activities such as conferences, seminars and community-wide workshops.

Provide staff assistance to other bureaus in community relations matters.

SUMMARY

The South Bend Police Department Community Relations Bureau: Referred to throughout this report as PCR.

The PCR Bureau was established in December, 1967 by Capt. Ralph J. Wolfe, assisted then by Sgts. Sylvester McGee, Edward Friend and Robert Miller. The purpose of the PCR was self explanatory--Police Community Relations.

At the offset of the PCR here it was obvious to staff members of the police department that they would begin the new unit with little information on makeup or makeup of similar units throughout the country.

Capt. Wolfe, prior to the organization of the unit was given separate leaves of absence from the South Bend Police Department in order to attend instructions on Police-Community Relations and Human Behavior at Michigan State University.

The information Capt. Wolfe brought back with him from the University was in effect, the beginning of the PCR in South Bend.

From the beginning Capt. Wolfe and Sgt. McGee stressed to supporters that the unit was not being

organized specifically to aid any particular group of citizens nor to cater to race but instead the PCR would attempt to involve the community in it's police department. This, it has been determined by present staff members of the PCR, has definitely been established, through the accomplishments of several special projects put across successfully to the community.

Certain guidelines were established by Capt. Wolfe as director of the project while at the same time his staff, to a certain extent, was given a free hand to "experiment" with new programs and projects--some were successful and others not so successful for various reasons which are stipulated in this report.

Four goals were announced by the PCR in efforts to make it a permanent division of the South Bend Police Department and continually enjoy long-awaited community support.

Those goals were and continue to be guidelines of the PCR:

- 1) To produce greater public cooperation with the Police Department
- 2) Reduce racial tensions in the community

- 3) Closer cooperation between police and other community agencies
- 4) More attention to juvenile offenders and delinquency-prone youth

The goals were in part fulfilled but at the same time the PCR unit was succeeding in its efforts it was realized that the goals could never be completely fulfilled until their causes are found and eliminated. It is generally felt that only long-range projects, continued efforts on the part of the police department, city government and citizens of South Bend working together could erase once and for all prejudices that do exist within the community and police department.

Again, it is generally felt that in order to erase the conditions that create racial prejudice each particular problem must be treated individually.

Many areas were experimented with by the PCR in attempts to solve the problems that might have been the cause of the riots in the "hot summer" of 1967 in South Bend.

The summer of 1968, "hotter" than the 1967 summer

that saw police and citizens battling the streets of our community, was in actuality "cooler" with no major racial problems.

While the PCR does not take full credit for the quiet summer of 1968 in South Bend, citizens themselves give much credit to the PCR unit for the quiet summer in 1968.

When the PCR unit was first organized it was not accepted by either members of the Police Department nor by citizens who were speculative of its goals.

Many citizens felt that the "only cause" of problems with minority races in South Bend was that they were allowed to continually break the law and later be freed by judicial process.

The first major program that met with, and still enjoys, great success was the Crime Alert program.

Crime Alert soon became the "cry of the town" and police detectives, in fact, realized that the program actually did put a certain amount of fear in the minds of would-be criminals, regardless of first impressions.

It was noticed with some amazement after the program began that the early response of hundreds of phone calls from citizens to the Police Department on its

special Crime Alert number had in a few short months grown to several thousand calls. Many criminal suspects were apprehended through the Crime Alert number.

Following Crime Alert the PCR unit more boldly began initiating other programs to involve the community. Since Crime Alert had been so successful why not programs to decrease racial tensions and possibly prevent the "rumored" riots citizens could expect in South Bend in 1968?

Therefore, several programs were launched and continue now to bring about responsibilities for all races in our community so that all feel "a part of the community," all working toward a common goal.

One of the most successful programs which has achieved nation-wide recognition is the teaching of Afro-American History to new recruits of the South Bend Police Department and several other law agencies who utilize the South Bend Police Academy for training new police officers.

Professors from the University of Notre Dame and St. Mary's College, both South Bend institutions, aided

our efforts by voluntarily teaching the new recruits human behavior and history of blacks in America.

It is felt that new police officers now take a different attitude when they are called to a family fight in an area of our Negro community. They are now aware for the first time why problems exist.

I PURPOSE OF THE POLICE COMMUNITY RELATIONS BUREAU

The purpose of the PCR was self-explanatory; to involve the community with its police department thereby reducing crime and racial tension and above all--afford more attention on the part of both police and South Bend citizens to problems that exist in America and indeed in South Bend, find their causes and eliminate them if possible.

With a grant of \$15,000 to the Police Department for establishment of the PCR the community has been more involved and is definitely taking a more serious interest in solving common problems.

The PCR has been effective working close with a number of agencies to include, Citizens Fair Housing Committee, Urban League, National Association for Advancement of Colored People, Human Relations Commission, and Centro Cristiano de la Comunidad.

According to Congressman John Brademas, the Department of Justice by awarding the grant through its Office of Law Enforcement Assistance to South Bend, had granted a "vote of confidence," to the city.

The PCR unit began immediately to serve neighborhood residents and improve police relations with them through a more personal touch.

The grant also provided for the design of a department-wide human relations program for training.

The PCR unit in South Bend began its program by seeking certain goals:

- 1) Involve the community in police work
 - a) by involving the community then its citizens become aware of problems facing the 20th Century policeman.
 - b) Young minority group members to a degree for the first time see the police officer as something different than a man who wants to harrass or arrest its members.
 - c) Concentrate particularly on young people who are most concerned with what their life has to offer in a community where they have been no part of its making and the future to them looks dim as far as their career is concerned and as far as being treated equaly in order to live like others in a peaceful community.

- d) Common goals are "at least realized" by both policemen and citizens and it is understood that cooperation on the part of both is necessary to bring about peace of mind and contentment for all citizens.
- 2) Work particularly in neighborhood areas where crime rates are highest which usually are the areas in which minority members live.
- a) Involve these neighborhood areas by setting up neighborhood headquarters where citizens can go to express complaints and bring them out in the open for both them and the city governing heads to see, and do something about.
 - b) Organize recreation programs for the young people thereby giving them something to do and take their minds off problems they hear about and their elders read in the news papers and pass on to them in exaggerated terms.
 - c) Seek neighborhood leaders, win them over and attempt to make community leaders of them so they can pass knowledge on to

citizens in their neighborhoods where policemen are not welcome as friends.

- d) Change the image of the badge from its wearer being a "cop" to being a friend who will arrest crime and help them with problems so the policeman is welcome in those areas.
- 3) Erase from the minds of policemen and minority members the thought that when they confront each other it always is the policeman's grounds and its purpose is always to arrest or put them in jail.
 - a) invite neighborhood leaders to the police department so they can witness a policeman's job, and become more closely acquainted.
 - b) educate the policemen in Negro History so that he realizes there were many negroes who actually played major parts in the founding and progress of America, thereby placing the policeman and minority group members on equal grounds in confrontations, both good and bad.

II ORGANIZATION OF THE PCR

The PCR was organized by Capt. Ralph J. Wolfe, Sgts. Robert Miller, Sylvester McGee and Edward Friend.

Directed and coordinated by Capt. Wolfe, the first project initiated was Crime Alert.

Capt. Wolfe was the only one of the original officers who was actually trained in PCR work.

Sgt. McGee and Sgt. Friend started work immediately on projects to involve the community in its police department in programs other than crime fighting.

Sgt. Miller was exclusively in charge of a forerunner program of the current pending "School Liaison" Program. Sgt. Miller works closely with youngsters in nearly 60 schools in the South Bend Community School Corp. and Parochial school systems in South Bend. He was, even before the PCR was established, in charge of the Police School Safety Program and as a result of his work in that area is well acquainted with existing school problems of a police-community nature.

Since the unit was organized other staff members have joined the PCR.

Current staff members and their responsibilities

are:

- 1) Capt. Wolfe, director and coordinator of all projects.
- 2) Sgt. M. Borkowski - Sees that the Crime Alert Program is kept in the eyes of the citizens and community. Handles the Officer of the Month Award. Arranges the summer time softball games, which involve the police and youths. And receives assignments from the Director.
- 3) Sgt. Robert Miller - Safety Education Officer, Traffic Education in schools, Driver's Education School, Mayor's Traffic Commission, Narcotic Education and receives other assignments from the Director.
- 4) Sgt. Dan Niedbalski - School Crossing Guards, Patrol Boys, Grade School Safety Program, P.T.A., Block Parents and receives other assignments from the Director.
- 5) Sgt. S.R. McGee - Assistant to the Director, In-Service Training Programs, College and University problems, Speakers Bureau, Rumor Control, Public Relations, predicts problems or issues from information received, responsible for PCR Division in absence of the Director, Supervises office personnel.
- 6) Officer James Robison - Handles the Human Relations Programs, works closely with all centers, with the help of all staff members. Keep communications open, hear complaints from the community, work with the Urban League, Human Relations Commission, NAACP, etc. Suggest new programs, projects, and ideas for better relations. Complete the Black Officer recruitment

program. Be prepared to give talks and speeches as assigned. Think in terms of the total community but attack the racial problems and issues. Work with and be responsible for In-Service Training Schools and other assignments from the Director.

The Mobile Store Front will be manned by all officers of the PCR Division as assigned by the Director.

SOUTH BEND POLICE DEPARTMENT - COMMUNITY RELATIONS PROGRAM

The South Bend Police Department Community Relations Division provides methods for improvement of Police Community Relations in the following areas:

1. Youth
2. Schools (Student & Administration)
3. Colleges and Universities
4. Minority Communities
5. Militant & Revolutionist Groups
6. Disadvantaged Communities
7. Affluent Communities
8. Business Community
9. Religious Groups
10. News media, Radio and Television
11. Police Department

III PCR PROJECTS, ACCOMPLISHMENTS AND THEIR EFFECTS ON THE COMMUNITY AND THE POLICE DEPARTMENT.

The following reports are intended to clarify in detail those projects which are considered by PCR staff members as long-range and most successful and to briefly outline projects of a nature not intended as long-range.

1) "Crime Alert"

The Police Department Crime Alert project was the first project of the PCR and has been almost amazingly successful. It is a project which has no end in sight as to its advantages to a community and that community's police department.

Many citizens are asking "what can we do?" The Crime Alert program offers them "something to do" in which through their efforts the citizens benefit 100 percent from their aid to the police department.

In 1967 and for many years prior to that the crime rate of the city of South Bend was comparable to that of other cities its size throughout the country.

In 1968 the crime rate throughout the nation and in Indiana soared while the major crime rate in South

Bend decreased by wight percent. (See South Bend Police Department annual report and Federal Bureau of Investigation statistics of South Bend crime).

The Crime Alert program began in simplicity and continues effective by keeping it from becoming a complicated program. It is a program which citizens "understand."

A special number, 282-1221, was set aside for citizens to phone emergency reports of a criminal nature to its police department.

A special red phone was placed in easy reach of the police desk sergeant and radio operators.

The red phone is answered immediately, with police desk men on duty dropping everything else to answer the phone as soon as possible.

Information taken from a citizen reporting a crime through Crime Alert was basic; what do you see, did you hear glass break, where, can you identify the suspects or possibly a vehicle they are using. Have they left the area or is the crime in progress, which way are they headed?

In the beginning the person witnessing a crime in

progress was asked, but not required, to identify himself when reporting a crime through Crime Alert. (It is generally agreed at SBPD that eliminating the asking of identification from a caller would result in even more cooperation if the caller knows he will not be asked his identity. This offers both advantages and disadvantages depending on which is considered more important at the time, preventing the crime or obtaining a court conviction after a criminal is caught and charged:

a) Persons required or even asked by the policeman answering the Crime Alert phone to identify himself is not apt to call the second time he witnesses a crime if he fears the criminal element might learn his identity or if he fears having to later testify in court.

b) Often a person will give their name voluntarily without the policeman having to ask it. More often, the caller will "hangup" the phone when asked who he is, and also frequently and angrily "slam down the phone" because he feels he is trying to do his duty but all the policeman is worried about is the trial of a criminal who might be apprehended as a result of the Crime Alert call.

c) The policeman answering the Crime Alert phone, no matter how many times he has the other end "slammed in his ear" must continue to be courteous and kind to the caller.

d) Superior officers who learn of officers who have been discourteous on the Crime Alert phone and those who demand identification of the caller should either reprimand that officer or replace him with a more concerned officer. Above all it should be understood that the responsibility of the officer answering the phone is to obtain information on crime in progress and not get personally involved with the caller or demand information about the caller.

e) A disadvantage of not requiring information about the caller is that the caller might be the only witness to the crime in progress unless police reaction is immediate enough to catch the suspect in the act of committing a crime. In most cases, however, the police reaction to Crime Alert calls is quickly enough if an apprehension is made to obtain a court conviction with evidence the investigators are able to get through "quick reaction" efforts.

An important step in the right direction of creating an effective Crime Alert program is of course public reaction and education on the program itself.

PCR members also contacted city businesses, placing large signs in windows where they can easily be seen and read with the Crime Alert number and procedures to follow when reporting a crime listed on the signs.

Pamphlets, brochures and various guidelines were printed by the thousands for distribution to citizens throughout the community. These information papers were observed on numerous occasions posted by telephones in business places and in residences. The response of citizens to Crime Alert was strongly being felt. Crime Alert calls continued to pour in more each day and citizens seemed compelled to perform their duty by assisting the police department through Crime Alert.

Staff members travelled extensively to other area cities as requests came in from those areas for information in creating their own Crime Alert programs.

The trading of information between different police departments is advantageous to all departments concerned.

Crank calls on the Crime Alert number, which now is a number which most citizens questioned on the streets remember as well as their own phone number, are numerous.

The crank calls, however, take only a few seconds to identify and does not particularly change the course of the program although they are pesty to busy police officers.

The crank calls usually are by those same unconcerned citizens, of which all communities have a certain percent, who pull false fire alarm boxes and call in false fires and crimes by phone. This is a minority of the citizens who probably have not had the opportunity to see how a crank or false call could directly effect their own lives. There are at least two helpful ways to help decrease the crank call total:

1. Advise the caller of possible prosecution.
2. Express to citizens, possibly through news paper articles how dangerous a crank call can be and its consequences.

Crime Alert now is routine as fas as the police department is concerned. Policemen know now they have citizen assistance in preventing crime in South Bend.

Particularly, new officers have a certain feeling of dependence on Crime Alert to help and aid them in their efforts.

Some older policemen, veterans of several years ago when police were not faced with the same kind of crimes nor in great numbers as they are today, have different opinions on Crime Alert.

A few of the veterans, usually those officers who have not achieved a high rank in the police department, actually frown on the program and have told others, "it's a lot of bunk."

Opinions of that handful of officers should be disregarded but not left to spread false rumors. They are not the modern officers of a changing community in which the policeman must make changes with the community and throw aside old methods of, "doing it all himself," and depending on no outside assistance.

Through the Crime Alert program South Bend police made several more criminal apprehensions in 1968 than in 1967. Those apprehensions were directly connected with Crime Alert since they were made at crime scenes police probably would not have known about if not for Crime Alert.

The majority of the apprehensions were at the scenes of burglaries and attempted breakins. (see South Bend Police annual report).

As a result of Crime Alert, every professional burglar known to South Bend police in the past year to be operating in South Bend was caught at least once or prevented from committing a crime. Currently each and everyone of those "known" criminals are doing time or have served prison terms upon court convictions.

Commercial burglaries in South Bend reached a new low in 1968 which is "police proof" that those criminal suspects who were apprehended were responsible for numerous commercial burglaries.

In contrast to commercial burglaries, residential breakins increased. It is known that the majority of residential breakins have been and continue to be committed by young juveniles, 13-17 age category.

These young offenders of the law are free to commit an uncountable number of crimes before they are dealt with properly because of existing Indiana laws which no longer adequately deal out punishment nor are they able to cope with today's juvenile offender.

More juvenile criminals were apprehended in 1968 through Crime Alert than were adults. The adults, usually repeaters, were convicted and have served prison terms.

In many cases of the juvenile offender a single burglar committed more than a dozen breakins of residential areas before he was even placed on probation.

Crime Alert calls were responsible in 1968 and continue to be in 1969 for apprehension of juvenile car thieves. In one case a 17-year-old was apprehended and admitted of having stolen 52 cars--while on parole from the Indiana Boys School.

Citizens now are "quick" to respond to the police department's aid when spotting crimes in progress since they have an outlet with which they too have long sought--Crime Alert--enabling them to assist police in crime prevention while at the same time, "not getting themselves involved." However, they also are becoming aware that in order to continue aiding their police they must get more involved.

AFRO-AMERICAN HISTORY AND HUMAN BEHAVIOR TAUGHT TO
POLICE ROOKIES

1) Afro-American History

Another successful program to date with rewarding returns has been the initiating of the "Afro-American History" courses, taught to new police officers.

The PCR is deeply grateful to Professors Rita Cassidy, St. Mary's College and Dr. Salvatore Bella, University of Notre Dame, who have volunteered their time in teaching history of blacks in America and general human behavior of American people to police rookies.

Professor Cassidy has numerous education credits and practical experience in Afro-American History to include teaching at the University College of Lesolho, Botswana and Swaziland, Southern Africa where she spent two years.

Professor Cassidy's basic text for police rookie participants included, "The Negro in the Making of America."

Texts which she stressed should be available for reference reading by policemen and which are now available through the South Bend PCR library include:

From Slavery to Freedom; The Negro American: a Documentary History; White Over Black; The Souls of Black Folk; The Strange Career of Jim Crow; The Negro in 20th Century America; The Negro in American Culture; Dark Symphony; Negro Literature in America and Black Power.

Professor Cassidy suggested that other reference material should be selected in relation to the community in which the course is given. That the emphasis in lectures to police rookies is on the development of issues, and on the incorporation of the Afro-American experience into the totality of American life. Particular stress is placed on the issue of the law, law enforcement and the judicial processes in the historical life of the Afro-American in order to provide solid background for an understanding of the attitudes of a great part of the black community at present. Reference material should include:

- African Backgrounds
- Development of Slavery in the New World. The Afro-American in Colonial America.
- The Revolution to the Civil War
- Civil War and Reconstruction to the turn of the Century.

- The Early Twentieth Century
- Post World War I to World War II
- World War II to mid-sixties
- Mid-sixties to Present

Ideally the Afro-American History courses should be given in eight one-hour sessions. Giving it in four two-hour sessions is an acceptable alternative, according to Professor Cassidy. Covering the material in two four-hour sessions has serious disadvantages: lack of time for participants to digest reading assignments and lecture material, over-emphasis on tangential issues in discussion sessions, impossibility on incorporating reference reading.

The Afro-American History courses were designed by Professor Cassidy especially for teaching to police rookies and for adaption to in-service training on a periodic basis.

2) Human Behavior

Dr. Bella has for five years taught human behavior to South Bend police rookies and his knowledge and that of Professor Cassidy has, through the Police PCR, been passed on in the South Bend Police Academy to outside law agencies who designate certain officers to attend the

academy and who also now train rookie policemen at the South Bend Police Department.

South Bend police officers were the first policemen in America to initiate the teaching of Afro-American History to police rookies and later utilize in-service training courses on the same subject.

Conclusion: The effects on the teaching of the Afro-American History courses to South Bend policemen has been encouraging but it is still too early to accurately evaluate the courses.

Police recruits had different opinions on benefits of the schooling. Many, however, agreed that they now have a better understanding of why black people feel they are not equal or at least are not being treated equal in many instances.

When a police rookie answers his first trouble call in a black neighborhood he has background knowledge on Negro citizens and can understand why he and other whites are often resented by black people. The early black Americans were not aware of their proud history. They had no known heroes to look up to as youths growing into manhood with a man's responsibilities such as a John Wayne

or a superman. The Negro American is becoming more and more aware of his history through the PCR and finally in history books which have for years been at a loss on history of Negroes.

The black person in South Bend, with exception of those in the minority who are lawless and have no regard for either white or black nor particularly high values on the human race as a whole, can plainly see that the Police Department through PCR is doing everything it knows how to aid and help the black man in making better living conditions for his children and their neighborhoods.

Each day the PCR library grows larger with books and illustrated autobiographies on famous black Americans. These books are being made available to interested citizens and to members of the Police Department.

BLACK IS BEAUTIFUL--BLUE ISN'T BAD

"Black is Beautiful" is often heard--"Blue Isn't Bad" is the PCR answer which was engraved on police jerseys when Sgt. Michael Borkowski initiated a softball series which saw policemen playing ball against black youths whom they earlier fought with and who were arrested for law violations.

The softball contests grew much larger in content than anticipated and were widely accepted as an excellent idea to better acquaint policemen and former juvenile offenders.

The same teenage blacks who were considered in 1967 as having been instigators of a riot that resulted in battles of fists and guns between police and blacks were laughingly enjoying participating in sports activities against the same policemen who a year earlier had shot at them and in some cases--shot them.

That program is being furthered in 1969 with various inter-city contests between blacks and whites, police and government individuals. Indiana's Third District Congressman John Brademas participated in the softball contests as did South Bend Mayor Lloyd M. Allen.

The softball games provided for the first time, close contact on a friendly basis with police and city fathers for the suppressed youth in the so called ghettos. The blacks left the softball games with more feeling of concern than they previously had about those persons who seemingly rule their lives now. The ball games are quickly forgotten however, come winter. Hopefully youths in larger numbers will flock to the ball parks, looking forward to similar games this year rather than the riots of 1967 which were, in part, a result of youths who had no place to go and nothing to do.

Trophies were purchased for the ball players in order to give a feeling of importance to the games and accomplishment by the players who won trophies. The trophies seemed extremely important to the youths who won since in many cases it was the first time they had beaten their white big brothers "fair and square."

The acquaintances between the youths and police were important. In some cases the acquaintances turned into actual friendship between some youths and some policemen.

Feelings that exist among the suppressed blacks of South Bend are the same feelings that exist in some police

officer. The policeman has so often been hurt or endangered in black communities where he has been summoned to quell a disturbance.

At the same time a responsible attitude must be adopted by the black ghetto residents, police officers must do what they can to rid themselves of their own prejudices. These are feelings on both sides which have existed for hundreds of years throughout America and which we will not be rid of easily nor in just a few years to come. Until the causes of the riots and disorders among youth and young adults are found and properly dealt with the disorders and police problems will continue to mount.

The simplicity of a softball game has helped South Bend in these areas.

Local news media highly publicized the ball games and one local television station even broadcasted the games on live TV.

Public response to the games differed largely. Those persons who were seeking ways to improve their community and police-community relations lauded the

games as another important first step since in particular the games involved youth of all ages, many who never had an encounter with police, good or bad.

Others, police, youth and adult citizens alike, felt the games were a waste of time on the part of police. But those few were proven wrong.

THE ROLE OF POLICE IN A PERIOD OF TRANSITION

This was a program sponsored by South Bend PCR in cooperation with Bethel College, a South Bend institution.

The program was a one-day seminar with a purpose of discussion in order to properly identify the "present" that law enforcement will be able to define the emerging role of the police officer in our transitional society.

"Society in Transition" was a comprehensive lecture by Dr. Donald H. Riddle, president of John Jay College of Criminal Justice, City University of New York. Its design was to set the stage for further discussion by identifying those issues, persons and technologies that encourage and necessitate social change. The overview was intended to be national and international in scope. It was hoped that a proper identification of the broad problems disrupting worldly social order could find application to the more specific issues daily confronting the law enforcement officer.

"The Urban Crisis" discussion was made up of a panel charged with identifying the physical problems of deterioration and prohibitive costs of restoration facing urban America.

The panel was made up of Professor Donald Conrad, Bethel College; Honorable Lloyd M. Allen, Mayor of South Bend; Honorable Richard Hatcher, Mayor of Gary; Dr. Charles Holt, Superintendent of South Bend Community School Corporation; Cassell Lawson, Executive Director, Urban League of South Bend and William Hojnacki, Human Relations and Fair Employment Practices Commission, Inter-field Group Worker.

"The Politics of Confrontation" was a discussion of a panel concerned with three main issues:

- 1) an identification of the ideology that encourages and permits demonstrations against the established order.
- 2) the right of citizens to violate the law and their further right to resist prosecution.
- 3) the degree of force legally allowable in reestablishing the social equilibrium within a constitutional democracy.

Moderators of the panel were, Bill Plante, CBS News, Chicago, William B. Lawless, Dean of the Law School, University of Notre Dame; Dr. Walt Risler, Dean of Indiana University, South Bend-Mishawaka campus; Honorable

Norman Kopec, St. Joseph County Superior Court Judge; William E. Voor, County Prosecutor; Winston Churchill, Chief, Indianapolis Police Dept. and J. Richard Rossie, President of the Notre Dame Student Body.

"Anomie and Civil Rights--Can They Co-Exist?"

This was a panel which discussed whether economic society fostered by specialization and the division of labor, can thrive side by side with morality, or whether such technological advances must be subservient to that of a collective conscience of man's relationship and obligation to the well being of his fellow man.

Moderators of the panel were NBC Newsman, Bill Mattney; Donald W. McEvoy, Director of Community Relations and the Administration of Justice, NCCJ, New York; Dr. Thomas E. Stewart, Assistant to the President for Planning and Research, University of Notre Dame; Rev. Harvey Lord, New Politics Party of Indiana; Al Williams, Hansel Center Director, South Bend; and Patrick Mulvehill, President Action Inc., Chairman of Indiana Christian Democratic Movement.

In evaluating the seminar at this point one can say that it served as an information center for all persons

concerned with the betterment of their community and its people by providing enlightening and informative lectures of interest on the "Role of Police in a Period of Transition." It like many of the PCR programs of a first-year basis can only be properly evaluated on a long-term basis, depending on actions by those concerned.

IN-SERVICE TRAINING COURSES

This project was accomplished through the cooperation of the South Bend Police Academy.

During the in-service training session, which lasted three days, different members of the police department, in order to see for themselves the various tasks and roles of city governing bodies and heads, play-acted the parts of those heads to include a policeman acting the part of the Mayor during a period of city disorder, a policeman acting the part of the Police Chief during that same period of disorder and a policeman playing the part of the city's Human Relations Director.

Each discussion group was composed of six men and there were two groups at each session. The same groups take part in each day's activities. Each man played the role of an assigned part in the discussion group.

The positions the individual policeman played were drawn by lot for the men to try their hand at and thereby better understand decision making roles of others.

Uniform Division Chief Glenn Terry and Sgt. McGee coordinated the program and witnessed all discussion

periods but did not interfere with the actual discussions.

It was noted that the men enjoyed the sessions and seemingly looked forward to discussion periods.

PCR MOBILE UNIT

In August, 1968, the PCR unit obtained a mobile office which has been used in all parts of the city and offers the PCR the capability to set up headquarters within minutes in an area of possible disorder or a potentially explosive area in order to make attempts to "cool things."

The mobile unit was specially designed to best suit the needs of the PCR staff for actual field work in troubled areas.

The PCR "symbol" has been widely accepted throughout South Bend as one unit of the Police Department not concerned with making arrests.

The unit offers high-strung and potential troublesome youths a way to seek police assistance for their problems in a friendly atmosphere and on equal grounds.

The mobile unit has a distinct advantage over a "store-front" PCR headquarters in that it can be quickly moved to any area in the city. The unit offers the desired mobility needed in a community like South Bend where areas of possible trouble are in four different locations

which are considered ghetto areas of the city. The mobile office measures eight by nineteen feet and has room for storage space, office, conference table and lavatory. The unit is air conditioned for summer and adequately heated for winter use, utilizing it's own generator for electric power. The unit also has a power cord that can be "piped" into an existing source of power to tap electricity for the unit.

Staff members of PCR took turns displaying the mobile unit in various parts of the city immediately after it was obtained to acquaint citizens with it and its purpose. This unit also provided citizens with an example of how serious the Police-Community Relations unit is in that a mobile unit was purchased expressly for aiding citizens.

The mobile unit is used to help fill the gap between community and police in all areas of the community. Residents with problems or complaints can come in and be heard in their own sections of the community at the mobile unit. It is a means of communication between police and community--before trouble starts.

COMMUNITY RADIO WATCH

The Community Radio Watch program was initiated in order to provide some 300 pairs of eyes and ears a chance to serve their community and police department effectively through their everyday jobs.

The 300 is the number of drivers of vehicles utilizing two-way radio equipment in South Bend other than private citizens band radio operators whose totals were later also added to the radio watch program.

The vehicle operators contact their base stations while on their everyday job when witnessing a crime or accident in progress. In turn the base station contacts the police department by telephone, enabling police to quickly respond to an emergency.

The drivers also had placed on their windshields a decal identifying their vehicle as a part of the radio watch program. A citizen witnessing a crime or accident in progress can hail one of these vehicles in the event the witness is unable to get quickly to a phone or contact police direct. In a matter of seconds the message can be relayed to police headquarters.

Soon after the beginning of the watch program two

burglary suspects were apprehended by police through efforts of a Radio Emergency Associated Citizens Team, (REACT). REACT is made up of members utilizing citizens band radios for a number of reasons, including hobbies.

The radio watch program is especially effective since a number of these vehicles are in different parts of the city, often on a 24-hour basis.

RUMOR CONTROL

Rumor Control was a program that began with a purpose to "stamp out" rumors that could be harmful to a community. It was designed so a rumor could be checked out and provide accurate information on how a rumor got started and determine if there was any basis to a particular rumor. The Rumor Control headquarters and telephones were manned from 10 a.m. to 10 p.m. each day. It was planned to operate the center with trained volunteers on a later 24-hour basis, seven days a week, year-round.

The program was originated by Winston Vaz, a former special police officer and school teacher who now heads South Bend's Human Relations and Fair Employment Practices Commission, in cooperation with PCR.

Rumor Control, while still in operation, has nearly been phased out since public response to it was not what was expected.

Vaz said the rumor program here would be designed after that of the Chicago Police Department's and the Chicago Commission on Human Relations. Rumors required

investigation and that usually was left up to members of the police department when a particular crime was rumored to have occurred or possibly might occur in the near future. In many cases of a rumor it was agreed that the Rumor Control Center--had no rumor control--and "possibly" it inadvertently even helped to spread a particular rumor. In any event the control center had no actual control and often referred to the police department to attempt to confirm or deny a rumor. In some cases the local news media assisted in quelling rumors by printing stories contrary to a rumor.

Citizens in general have forgotten Rumor Control but at the same time this is not the time to eliminate the control center because of another "rumored" hot summer in South Bend,

The control center serves a somewhat useful purpose in that many citizens at least know the center's staff is doing what it can. Possibly through trial and error new ways will be found to speed up the processes of rumor control. The control center is financed by the South Bend Tribune newspaper, which pays the center's telephone

bills and by radio and television station, WNDU, the University of Notre Dame station, which provided radio monitors.

Mr. Vaz summed up the Rumor Center at this point, "We're getting some constructive information but not as much as we would like."

This program, like Crime Alert, utilized a particular phone number which was widely publicized in attempts to make citizens as familiar with it as they had become with the Crime Alert number. Several different types of cards were printed and some 50,000 circulated throughout business places and to citizens. The rumor phone number, however, has not become widely remembered as the Crime Alert number partially because of lack of citizens response to it.

RECOMMENDATIONS IN BRIEF

The situation in American cities suggests three general objectives for any 20th-century police force:

- 1) More law enforcement and more effective law law enforcement.
- 2) Equal protection of the law for all law-abiding citizens; equal enforcement of the law against all law violators.
- 3) The support of all law-abiding citizens for enforcement.

Official adoption and publication of these objectives by police departments may prove to be significant and helpful both to the police officers inside the department and to citizens outside.

However, generalities like these rapidly become meaningless if they are not translated into specifics. How to do that is the subject of the chapters that follow. They suggest steps by which any police command can move from the general principles to concrete action in its critical relationship with racial minorities, beginning with the issues identified earlier as the Negro community's main grievances. They also point out specific ways in

which citizens can help obtain adequate, properly run police protection for everyone.

A chapter-by-chapter summary of the most essential recommendations follows:

POLICE PROFESSIONALISM:

Forbid use of racial slurs and other "trigger words" by policemen.

Replace rudeness with good manners, starting with the giving of traffic tickets.

End investigative arrests.

Ban the use of police dogs in core areas of cities.

End "alley court" (police punishment)

Identify troublemakers on the police force and transfer them to non-critical jobs.

THE DISCIPLINED USE OF FORCE:

Set clear standards for the proper use of force.

Promote the development of more effective, less destructive weapons.

Press for national and state regulation (including registration) of firearms.

Train police to deal properly with disturbed persons.

MORE--AND MORE EFFECTIVE--LAW ENFORCEMENT:

Increase law enforcement in high-crime precincts.

Devise methods for faster police response.

Drive out organized crime, paying particular attention to core areas.

EFFECTIVE RACE RIOT CONTROL:

Maintain steady communications between Negroes and police to insure citizen cooperation in times of trouble.

Provide for rapid mobilization and deployment of anti-riot forces.

Meet racial disturbances with well-trained, disciplined, integrated forces in adequate numbers.

Keep curiosity seekers and known inciters of riots out of trouble areas.

Set up stand-by arrangements with state and national military forces.

CHANNELS OF COMMUNICATION:

Organize for day-to-day contact with all sections of the community.

Deal courteously and cooperatively with potentially hostile organizations.

Provide for direct staff investigation of complaints from the public and for final decisions on such complaints by the highest civilian authority in the police department.

ORGANIZING CITIZEN SUPPORT:Police Initiatives

Actively seek the cooperation of all citizens for law enforcement, particularly in high-crime areas.

Make it understood that improved crime control will product an increase in the number of crimes reported, independent of actual incidence.

Community Initiatives

Step up community involvement with law enforcement.

Support programs to overcome young people's hostility against police, and to interest them in police careers.

Help police obtain needed financing, manpower, equipment.

Help dispel distorted images of police in the community.

Seek business backing for programs to counter community tensions.

TOWARD A 20TH-CENTURY POLICE DEPARTMENT:

Integrate police forces; actively seek to attract members of minority groups to police careers, and help them to qualify.

Improve the professional standards, training facilities and pay scales of police; enlarge forces to lower case loads.

Seek Federal assistance, particularly for college-level police training.

MORE--AND MORE EFFECTIVE---LAW ENFORCEMENT

No sound program for improving police-community relations can be launched without strengthening law enforcement. That means more police and more effective methods for police. It also means more emphasis upon the integrity of our police forces, for no such program can succeed until citizens are convinced of the police's integrity--something they only too often have reason to doubt.

More Police Protection Where Needed

Assignments of police patrols ought not to be based simply on the size and population of an area. While, of course, no area of the city can be left without an effective patrol, the incidence of crime should be reckoned with as a vital factor in the deployment of forces. Accurate accumulation of crime statistics (as well as automobile accident statistics) and rapid calculations made from them by computers can now aid police departments to shift their manpower in accordance with actual work loads.

If law enforcement is to be equal, and if the de-

caying centers of cities are to be adequately policed, articulate citizens must put their influence behind efforts to secure more police. According to the National Crime Commission, local police forces as now operated, cost, on a national average, \$11.25 per capita per year. The overwhelming majority of taxpayers probably would agree that this item of municipal expenditure should be increased.

Faster Responses

A basic part of any program to equalize law enforcement must be to make police responses to emergency calls as prompt in central ghettos as they are in outlying residential areas. By the same token, crimes should be investigated and prosecuted as promptly in the ghetto as elsewhere. The reason is strikingly illustrated in Clause Brown's book about his youth in Harlem, "Manchile in the Promised Land." The turning point in the narrator's life comes when the police arrest the man who has just robbed and stabbed his mother. The arrest releases him of the necessity to kill the robber, as his code would otherwise have required.

Faster mobilization of police emergency forces makes for more effective and less bloody law enforcement. It is axiomatic that the greater the police presence at a given disturbance, the less likelihood that force will have to be used. A drunk confronted by a single policeman may well try to resist arrest, but if that policeman could summon others to his aid within minutes, the chances are that the drunk would go quietly. Similarly, four police officers beleaguered by an angry crowd of 100 might well have to shoot to save their own lives, whereas 20 officers on the same scene probably could handle any problem short of gunfire from the crowd without fatal force.

Better means of rapid mobilization are available than most metropolitan police forces now use. No foot patrolman in the United States should be without a walkie-talkie radio; and every major police department should have an efficient communication system. Even a few seconds saved in dispatching mobile units to a scene of violence can make all the difference.

Driving Out Organized Crime

Failure to stamp out organized crime--particularly

in ghetto areas, where rackets tend to operate blatantly--goes far toward defeating plans for improved law enforcement and police-community relations by convincing the community that police are corrupt. It also hampers law enforcement by publicizing the success of wrongdoing. Teen-age youngsters in the slums know the numbers man with the \$200 silk suits and shiny Cadillac as the fellow who has "made it." They want to be like him, and they quickly take on his contempt for the law, his conviction that all police officers can be bribed and that anything can be "fixed."

Organized crime forms a vast empire in these United States. No big city in the country is free of it. A report by the National Crime Commission describes it as follows:

Organized crime...involves thousands of criminals, working within structures as complex as those of any large corporation, subject to laws more rigidly enforced than those of legitimate governments. Its actions are not impulsive but rather the result of intricate conspiracies, carried on over many years and aimed at gaining control over whole fields of activity in order to amass huge profits...Today the core of organized crime in the United

States consists of 24 groups operating as criminal cartels in large cities across the nation.

The report stresses ties between mobsters and corrupt officials:

All available data indicate that organized crime flourishes only where it has corrupted local officials. As the scope and variety of organized crimes activities have expanded, its need to involve public officials at every level of local government has grown.

The operations of organized crime are most numerous and most effective in the slums. One reason for this is that "escape" through narcotics or gambling is considerable more attractive to people trapped in the ghetto than to those who are better off. Another is that the slum dweller has much less power to make City Hall get rid of the racketeers than do residents of "better" sections. In "respectable" neighborhoods, parents would not stand for organized crime corrupting their children. But ghetto parents have not been able to get effective action against the criminals who have been corrupting ghetto children for years with continuing success. For that matter, middle class parents cannot always prevent

their children from seeking, in the slum, the forbidden pleasures they cannot get near home.

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