A Report On
Police Community/Relations Training Program
for Police Supervisors in
Cincinnati, Ohio

Given Under OLEA Grant #331

By the Department of Psychology
Xavier University
Cincinnati, Ohio

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June, 1969
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INTRODUCTION

The traditional view of a police department of any locality in the U.S.A. defined it as a "law enforcement agency". It was thought that a policeman should be trained in methods and skills dealing with law enforcement, especially with those emphasizing the apprehension of lawbreakers and the protection of those who obey the law. While this thinking always assumed that ideally a policeman should contribute something to the prevention of the infractions of law, it never considered crime prevention as an essential part of police work. After all, in an ideal society, if such a thing would be possible, all the citizens would obey the law and there would be no lawbreakers which in its ultimate ideal state would lead to the abolishment of the police as a law enforcement agency. There is no question that such an ideal society is a utopia, but a desire for such utopia is not as unrealistic as it may sound. Mankind is always striving for the ultimate in all areas, even though it very seldom succeeds.

Police officers, though traditionally entrusted with law enforcement, are interested in a peaceful and law observant society as much as everyone else. The more one works with professional policemen, the more one becomes convinced that they would be most happy if they would never have to make arrests or trace criminals. The police officers are citizens also and they, too, believe in the ideal utopian society. However, as long as these ideals are not reached, they do their duty in enforcing laws. This law enforcement in its essence is only a part of a policeman's job; another part of which is the prevention of lawlessness.

The idea of prevention has led modern medicine to the concepts of hygiene, community health and preventive medical care. In following the same analogy, the idea of prevention has awakened among the professional policemen interest in community relations. The idea of police community relations is not new, because the police have always depended upon the good

will of the majority of citizens, but the incorporation of the community relations concept into the job description of a police officer is new. It represents, in a sense, a breach with traditional emphasis on law enforcement and it proposes to replace it gradually with law observance by the law-conscious citizens. Allman, (1965, p. 103) writing on the same subject, points this out: "whether we like to admit it or not, we are entering a new phase in law enforcement, potentially as significant as the advent of the automobile on the American scene and the corresponding adjustments that were necessary in the techniques of law enforcement."

We are living in a changing society which is restless and which requires continuous changes and adjustments by its institutions. The society of this decade is characterized by its emphasis on the dignity of the individual, by its liberal attitudes toward individual freedom and also by its pragmatic approach to values. People today are assuming that individuals are capable of responsible actions, that they all are free and equal before the law, and therefore many are searching for new value systems which would be acceptable and important to individuals. In the democracy the law is viewed as something voluntarily accepted by the individual. Our system wants people to like the good and resent the evil not because someone will punish you if you act otherwise, but because you know it is right to act so.

At present we are experiencing a new American revolution which was initiated by Jefferson, fought for by Lincoln and enacted into law by Kennedy and Johnson. American society today is probably, legally, the least prejudiced in the whole world. Our present laws are extremely neutral and extremely fair to the individual. In this society many institutions find themselves at a loss; and these institutions include the churches, the schools, the police and the city councils. All these institutions have

suddenly discovered that they cannot achieve their goals effectively by traditional directives. They discovered that they can and must lead people and that the very survival of these institutions depends upon the support of people. Applying this to the police functions of today, we agree that "no modern police department can operate effectively without the support of the citizens. No police department can secure the needed support of the citizens without going out and working for it in a constructive and meaningful way" (Priest, 1965, 102). However, while such a statement may appear to be reasonable and quite acceptable to the contemporary social philosopher, it may be quite colorless and theoretical when it is transmitted to a policeman. A police officer may agree with the theory behind, but he may perceive this theory as being so ideal that he will write it off as a nice platitude without giving himself a chance to experiment with it.

The translation of various philosophies into social experience involves change of attitudes which is always a difficult process. It is a well-known fact that attitudes change slowly and that this process requires a long time to show results. However, present day social problems do not permit the luxury of timeless planning. In many instances they demand immediate changes and they expect genuine desire to change. Behavioral scientists, being aware of this need for attitude changes over a short time period, have been trying to develop new methods which would be applicable for this purpose. Probably the most serious attempt in this direction has been done by the developers of a technique called "sensitivity training" or "T-group method." (cf. Bradford, L.P., Gibb, J.R. and Berne, K.D., 1964.) While this method is very new and includes some problems which scientific community finds questionable (cf. Smith, H.D., 1966), nevertheless it is the first concrete attempt on the part of behavioral scientists to translate

their theories into practice. The main goal of sensitivity training is to facilitate social understanding both for individuals and groups through very intensive short-term, small-group experience.

While the original T-group center remained with the National Training Laboratories in Bethel, Me., various modifications of the technique have been developed at different locations throughout the entire U.S.A. For example, Marrow (1964) developed a special application of sensitivity training to industry under the auspices of the American Management Association. Partipilo (1968) applied T-group technique to training of religious. Recently some aspects of sensitivity training have been introduced on university campuses and also in some police academies.

It is difficult at times to ascertain in literature the effects of such training and the research data on this subject are very scanty, especially because most trainers tend to become very enthusiastic of their method and forget to set up a design to test their success before starting various programs and then they find that it is too late to initiate appropriate measurement techniques. However, one thing appears to be clear - these programs are widely accepted. The sensitivity training has a high face validity and it seems to work in most instances, because it does produce attitude change.

Therefore, when an attempt was made by this writer and his colleagues to develop a method for training of the police officers in community relations which would produce effective attitude changes, the sensitivity training approach was selected as the point of departure.

We then studied the behavior of the police officers and decided to modify our training methods to meet the needs and the background of our trainees. In view of the fact that our method in its final form represented considerable departure from the original sensitivity training, we decided to call it "training in interpersonal relations", at the same time underlining by its title that community relations represent only a type of

interpersonal relations rather than an isolated experience.

Since our goal was attitude change, we instituted appropriate attitude surveys and measurement techniques. The results of these surveys were to be made available to our trainees and thus used as part of training material.

The proposal was at first extensively reviewed with the representatives of the Chief of Police and appropriate changes were made where indicated. After complete cooperation on the part of the administration of the Police Department was assured, the proposal was submitted to the funding agency. The results of our training and research findings are presented under the following headings:

I.   Rationale and goals of the training - workshops

II.   Description of the training procedures

III.   Results of attitude surveys

IV.   Evaluation of the workshops

V.   Suggestions for future projects

I.   <u>RATIONALE AND GOALS OF THE TRAINING - WORKSHOPS</u>

The Need

It is a general consensus of opinion that the efficiency of a contemporary police department depends considerably upon the support of the citizens it serves. Therefore, it is important that officers of a police department are sensitive to community problems and are prepared to deal with them from human relations standpoint. The understanding of human relations requires understanding of various meanings of interpersonal relations and change in attitudes, approaches and style in dealing with people. It is quite obvious that modern training of police officers is already devoting more time and effort to human relations training and will continue to do so. However, the entire police force, which to a great extent was not exposed to this type of training, must be brought up-to-date through special training programs dealing with community relations (cf. Watson, 1966).

History

With the help of the NCCJ the Cincinnati Police Division established a Police Community Relations unit in August, 1966. Since that time, however, the city experienced one major riot and the relations between certain parts of the community and the city agencies became strained. The Cincinnati Police Division attempted to promote community relations among its members through roll calls, bulletins and lectures. However, it seemed that the citizens and the police department were frustrated with a slowness of progress in reaching better understanding.

Various avenues were examined in developing a more effective training program for the community relations. Lt. Col. Elmer Reis, at that time Assistant Chief of Personnel and Director of Police Community Relations, and Capt. Robert J. Roncker, Training Officer and Director of the Cincinnati

Police Academy, have both evaluated community relations efforts in other cities. They came to the conclusion that the academic community of Cincinnati should be invited to develop proposals for police community relations training. The Department of Psychology, Xavier University, was one of the resources contacted and the training program they prepared was finally approved by the Department of Justice, Office of Law Enforcement Assistance, for the period beginning April 1, 1968.

Purpose and goals

The program was designed to train 139 police supervisors of the Cincinnati Police Division - who represented the complete supervisory echelon from the rank of sergeant through assistant chiefs and to the chief of Police - in interpersonal relations. The training was to be conducted on a three day basis for groups of twenty-five to thirty supervisors at a time. It was planned to promote maximum involvement on the part of each participant, with minimum time for lectures and maximum time for discussion and group activities. The training sessions, called workshops, were designed to help the participants to learn about their own feelings and reactions, to improve communication and understanding and then to involve them in problem solving sessions dealing with interpersonal relations, community relations, and their attitudes toward community problems, such as race relations, poverty, school, etc. Finally, each group was asked to develop a set of recommendations for improvement of the Cincinnati Police Community Relations Program and these recommendations were then to be summarized and presented to the Chief of Police along with the recommendations of the training staff.

Briefly, there were three goals set for this training: 1) to help the individual participants to become more efficient in interpersonal rela-

tions in general: at home, in peer relations or in community relations 2). to develop a better understanding of the policeman's role in contemporary society and getting acquainted with behavioral science techniques used in communication and leadership, and 3) to become personally involved in police community relations problems in Cincinnati through the experience of problem solving and the preparation of recommendations. Secondly, to reach these goals certain measurement techniques were instituted to examine, where possible, the effectiveness of the program.

II. DESCRIPTION OF THE TRAINING PROCEDURES

1. Preliminary preparation

   a). Gathering of Information

   In order to become better acquainted with the police behavior
   this writer was given the opportunity to be an observer during
   the 1967 riots in Cincinnati. He also visited some district
   stations and accompanied a squad crew during the duty hours.
   Then, in April 1968, this writer and two police supervisors
   travelled to San Francisco, Los Angeles and St. Louis where they
   were allowed to observe the work of Police Community Relations
   units and also to interview police supervisors and officers.
   Full cooperation was extended by the corresponding police depart-
   ments. Then, during August of 1968, this writer had the opportunity
   to observe the police force at work in Miami Beach, Florida, during
   the Republican Convention and the subsequent riot in the city of
   Miami, Florida. The information dealing with police community
   relations in the above mentioned cities was summarized and given
   to the participants of the workshops for discussion. These
   summaries obviously include some personal bias and they reflect
   the writer's observations pertinent to the time of the visit.
   Many things have been changed since that visit. Observations may
   have been incomplete and some procedures misinterpreted. However,
   they were not meant to be evaluative reports, but only a basis for
   stimulation of discussion and not for publication. These summaries
   are presented in Appendix A.

   b) Surveys

   Prior to the beginning of actual training a survey concerning the
   attitude of Cincinnatians toward their Police Department was con-
   ducted by using a random sampling procedure. Also prior to the

beginning of the program a questionnaire was distributed to all the members of the Cincinnati Police Department which was completed and returned for statistical tabulations. This questionnaire dealt with the attitudes of members of the police force toward negroes, SAMS, population in general and toward our police division.

A detailed description of the surveys is presented in the next section of this report under the heading of: "Results of Attitude Surveys".

2. Overall Plan

In accordance with the agreement between Xavier University and the City of Cincinnati, all the police supervisors were required to attend a three day workshop on days specified by the training officer, acting on behalf of the Chief of Police. Five sessions were held during the summer of 1968; four of them were attended by 25 participants each and the last session included 39. The dates of the workshops were as follows:

<div align="center">

June 10 - 12

June 13 - 15

July 1 - 3

July 11 - 13

Aug. 21 - 23

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The participants were expected to live on campus and to participate in all parts of the program. They were provided food, lodging and refreshments. The housing was in an air-conditioned dormitory and the meals were taken in the University cafeteria. Special arrangements for evening discussion were provided usually in a dormitory lounge or conference room.

3. The Program

While there were some variations in the program, especially in terms

of the films and evening discussions from group to group, the basic outline of the program was the same. The following is a sample outline of a three day program:

First Day

8:30 - 9:00	Registration
9:00 - 9:30	Welcome: Description of overall plan
9:30 - 10:30	Lecture: Logic and Emotions
10:30 - 10:45	Coffee Break
10:45 - 11:30	Small Groups: Exercises: Flight to the Moon / Sentence Completion
11:30 - 12:00	General Meeting: Interpretation of the Exercises
12:15 - 2:00	Lunch and Recreation
2:00 - 2:30	Lecture: Feeling Inferior and Being Inferior
2:30 - 3:30	Small Groups: The Johari Window Exercise
3:30 - 3:45	Break
3:45 - 5:00	General Session: Reports on Johari Window / Learning Through Group Process
6:00 - 7:00	Dinner
7:00 - 9:00	Values, Feelings, Understanding. Open Discussion

Second Day

8:00 - 9:00	Breakfast
9:00 - 9:15	Movie: Have I Told You Lately That I Love You?
9:15 - 10:00	Lecture: Levels of Communication: Needs, Motivation and Values. ABC's of Communication
10:00 - 10:15	Coffee Break
10:15 - 11:30	Small Groups: M-F exercise
11:30 - 12:00	General Session: Report of Small Groups
12:15 - 2:00	Lunch

2:00 - 2:45	Lecture: The Games of Communication
2:45 - 3:30	Exercise: The Consultants
3:30 - 3:45	Break
3:45 - 5:00	Lecture: The Many Faces of Crime
5:30	Social Hour
6:30	Dinner
7:00 - 9:00	Film: David and Lisa
9:00	Discussion (with refreshments)

Third Day

8:30 - 9:00	Breakfast
9:00 - 9:45	Lecture: The Psychology of Prejudice
9:45 - 10:00	Coffee Break
10:00 - 11:00	Film: March on Cicero. Discussion
11:00 - 12:00	Police Community Relations Programs in San Francisco, Los Angeles, St. Louis, Miami, Chicago, etc. and discussion
12:00 - 1:00	Lunch
1:00 - 2:00	Role Playing: Crisis Intervention
2:00 - 3:00	Discussion
3:00 - 3:15	Coffee Break
3:15 - 4:00	General Session: The Professional Policeman
4:00	End of the Workshop

Although the entire three days represented an integral unit, each of the days had its own special task: each of them was designed to represent an important step in the overall training.

The first day was spent in looking at one self and learning about self while relating to a group. The second day emphasized communication and leadership. The third day was elevated to the techniques in dealing

with prejudice, race relations, community relations and the image of a professional police officer. Since the titles neither could nor were meant to give a full description of the content of the program, an attempt is made to convey some more details about the program in the description given below. This is a summary of a manual for such workshops.

First Day

1. Introductory remarks and explanation of overall plan

   Since, as expected, most participants come to such workshops with considerable apprehension, it was felt necessary that a clear explanation was important right at the beginning. At first they were told that no attempt will be made to convert or to "brainwash" anyone. It was explained that the interest would focus on the normal aspects of personality. "We want to see what is right with you, not what is wrong. You hear enough criticism everywhere, but we want to find what there is that we should compliment you about." Then, it was pointed out that the workshop would maintain confidentiality: no tape recording, photographing, listening in, etc. It was proposed that ranks and titles be dropped in favor of first names. The purpose was stated: "We want to be just human beings these three days and to see how it feels to be ourselves." After answering questions, issuing meal passes and name tags, more formal presentation followed.

2. Lecture: Thinking and Emotions

   The purpose of this lecture was to attract attention to the fact that human beings don't live by reason alone, and they have feelings which cannot be discounted. Policemen have feelings too. It is not wrong to have emotions, but it is wrong to overlook them or to let them get out of hand. References for this lecture were taken from Individual Psychology such as: Adler, 1958; Adler, 1963; Wolfe, 1953; Bieliauskas, 1965.

3. <u>Exercise: Flight to the Moon</u>

The exercise is used by National Training Laboratories. At this point our audience is usually divided into three to four small groups. Before they go into different rooms they are asked to solve the moon problem individually and then they are asked to work as a group. Mean individual scores for each group are compared with the group solutions. Usually the group is superior to the individual, if it utilizes its resources. It was found that it is a very good, non-threatening method for establishing a group. Some competition is also involved which begins to give a chance for expression of certain personality characteristics. Reference: Bieliauskas, 1963.

4. <u>Sentence Completion Exercise</u>

This is a special exercise devised by Bieliauskas (1967) using Adlerian principles. Its purpose was to prepare the individual for looking closer at himself and his possible conflicts. Explanation was to be added concerning positive and negative measures of conflict.

5. <u>Lecture: Feeling Inferior and Being Inferior</u>

This lecture is based upon Bieliauskas (1963) paper which was also given to each participant as a handout for home reference. The main theme here was to help the individual to accept his limitations and look for the positive assets of his personality.

6. <u>Exercise: Johari Window</u>

A model developed by Joe Luft and Harry Ingham to illustrate socio-emotional relations. This exercise is used to give an opportunity to the participants to begin learning about group processes. It usually needs psychological explanation and a follow-up discussion.

7. <u>Evening Session: Lecture: Attitudes, Values, and Understanding</u>

This was usually an informal lecture-discussion. The purpose of this

lecture is to take a look at our society: its ills and its assets. Where do we fit in this? Discussions usually continued on an informal basis beyond the time allotted. Several faculty members were interacting with small groups. References: Lippert, W.W., Jr. (1968). Wheelis (1958)

Second Day

1. Film: Have I Told You Lately That I Love You?

   This is a fifteen minute film strip showing a family who lives without direct verbal communication. It is used to set the tone for the succeeding lecture.

2. Lecture: Levels of Communication

   Maslow's (1947) hierarchy of motives was used to indicate various levels of needs. Lippert (1968) presented a theory that communication follows the levels of needs. If the levels are misperceived, communication breaks down.

3. M-F Exercise

   Following the lecture small groups have the task to describe what is masculine and what is feminine without using physical terms. Their findings are then presented in a joint meeting. The discussion indicates that it is difficult to view even obvious things as dichotomies. References: Bieliauskas (1956) Lippert (1968).

4. Afternoon lecture: The Games of Communication

   Communication serves the purpose of transmitting a message. Besides verbal communication there are other methods to transmit messages, such as E.C. (eye-contact) and P.E. (physical contact). These methods are discussed here. When the individual uses special effort to communicate something else than what the perceiver is expecting, he engages

in games of communication. The games of communication are used at times by many of us. But when they become the only way of communication, interpersonal relations break down. References: Abrahamson (1966); Argyle, M. (1967); Berne, E. (1964); Bieliauskas, V.J. (1968); Jones, E. (1964).

5. Exercise: The Consultants

This exercise is used to illustrate the feeling of acceptance and rejection in group relations. There usually followed a discussion describing the principles of conflict and helping relationship in communication. Reference: Leavitt (1968)

6. Semi-Formal Dinner

Following a semi-formal dinner a few after-dinner speeches were given. Usually the speeches were humorous and they helped to set the tone for friendly fellowship.

7. Film

Regular feature film dealing with problems of interpersonal relations and communication. Films used for this purpose were: David and Lisa; Twelve Angry Men; Black Like Me; and Cry for Help. The discussion after the film was led by a faculty member and then small groups continued as long as it was desirable.

Third Day

1. Lecture: The Psychology of Prejudice

At this point the groups were ready to engage in discussion dealing with more threatening subjects. A lecture on the psychology of prejudice was acceptable at this point. Then we presented the findings of our surveys concerning Cincinnatians' attitudes toward the police and the attitudes of the police toward minority groups. A free discussion followed the presentation. References: Allport (1945); Hellkamp (1968).

2. Survey of Police Community Relations in Different Localities

A brief resume of the survey presented in Appendix A. This was used as a background for small group discussion.

3. Small Groups: Free Discussion

Free discussion may have dealt with prejudice of Police Community Relations in other cities. Usually it prepared for the next problem-solving session.

4. Afternoon session: Police Community Relations in Cincinnati

A one and a half hour discussion by small groups which was then reviewed by a general assembly. Recommendations were recorded for presentations to the Chief of Police.

5. Final Session: Police Supervisor - The Image Maker

A brief lecture concerning the goals and methods of supervision was presented which was followed by general discussion concerning the role of the supervisor in a police department. At the end of the discussion faculty members conveyed their impressions concerning the groups and their interaction. Positive aspects of personal and group adjustment were reinforced.

Prior to completion of the workshop a self-evaluation questionnaire concerning the workshop was distributed which was collected at this time. Usually friendly handshakes closed the workshop whereby both faculty and trainees felt they wished the time allotted would have been longer.

Post-Workshop Meeting

In order to provide additional reinforcement and give recognition to those who participated in the training, two luncheon meetings were scheduled on: December 31, 1968 and January 3, 1969. To these meetings various members of the city government, such as the Mayor, the City Manager,

the Safety Director and the Chief of Police were invited. They were
joined by the academic or executive vice presidents of Xavier University.
During the meetings brief speeches were given by our guests as well as
by the University officials emphasizing the importance of an effective
program of Police Community Relations. The Project Coordinator gave a
short summary of the program and then he presented each police super-
visor a certificate of attendance which was given by one of the vice
presidents of the University. The certificates were so designed that they
can be framed and displayed on the wall and thus serve as an additional
reminder of the training program and its goals.

III. RESULTS OF ATTITUDE SURVEYS

A. Attitudes Toward the Cincinnati Police Department

1. ### The Questionnaire

A survey was designed to provide information concerning the attitudes of the citizens of Cincinnati toward their Police Department. Periodic reports concerning this survey were made to the participants in the training program in order to provide opportunity for discussion of the findings and possible methods for improving some attitudes of the citizens through a Police Community Relations program.

A pre-survey was conducted. Demographic information about sex, race, age, education, income, occupation, and the head of the household was collected. Very general questions were asked, such as "What is your attitude toward the Cincinnati Police?", "What is the feeling toward the police in the immediate neighborhood?","How do the Police feel towards you personally?", "What would you think if a policeman stopped you for questioning?" and "What would you recommend to improve police-community relations?".

The pre-survey was not conducted on a highly scientifically selected sample of respondents. The interviewers, paid volunteer Xavier University students, were asked to conduct interviews of people with all combinations of the demographic variables listed above and were asked to go to several different types of neighborhoods as far as racial, socio-economic status, and other characteristics were concerned. More of the interviews were conducted in private homes than anywhere else; but some were conducted in apartments, public housing, bars, street corners, etc.

The pre-survey accomplished several purposes. It gave the interviewers experience. It allowed us to find out the questions we could ask and those we couldn't. For example, we could not find a way to ask a person if he had a record or repeated contacts with the police,

in such a way as to secure honest answers, without offending. Hence, even though this would have been extremely useful information, we could not gather it. The pre-survey allowed the use of terms provided by the respondents in the design of the questionnaire for the final survey. For example, since some respondents felt that the police were "brutal," this word was used on the final questionnaire. The most important product of the pre-survey was a list of characteristics used to describe the police. Some of these characteristics were positive; others were negative. The most commonly mentioned character- istics (efficient-inefficient, kind-brutal, helpful-not helpful, etc. were included on the final questionnaire.

The final questionnaire is shown in <u>Appendix B.</u> In addition to the fifteen seven-point items, the final questionnaire contained two questions which asked how the police and the public could improve community relations. It also asked questions about age, education, identity and occupation of the head of the household, and family in- come. The sex, race, and census tracts of the respondents were recorded.

2. <u>The Sample</u>

Three hundred interviews were conducted. The size of the sample was based upon prior experience the experimenter had with political. polls used to predict the results of Cincinnati City Council Elections. It was found that 700 interviews allowed excellent prediction of the <u>number of votes</u> each candidate received, and one-fifth this number of interviews (140) yielded essentially the same results. Hence, 300 interviews appeared more than sufficient for the present purposes.

Thirty census tracts (1, 5, 9, 11, 17, 21, 25, 29, 37, 41, 45, 49, 51, 55, 58, 59, 61, 65, 69, 71, 75, 79, 81, 85, 89, 91, 95, 99, 101, 105) were selected at random, with some alterations to exclude

census tracts with very few residents and to insure as proportional a representation of white, Negro, and racially mixed neighborhoods as possible. Ten interviews were conducted in each census tract.

The interviewers contacted respondents in their private homes, in apartments, in public housing, in bars, and on the street; in approximate proportion to the number of people in these categories. The interviewers talked to only one person in each home or group, in order to ensure the widest possible range of opinions. When given a choice, the interviewers were instructed to talk to men rather than women, because men are more difficult to find at home. Negro interviewers were sent to Negro neighborhoods and white to white neighborhoods. (The situation of a Negro interviewer in Vine Street bars was during the pre-survey.) The samples were taken from throughout the census tracts.

Most of the interviews were completed during the month of July, 1968.

3. Results

Table 1 showed the attitudes of 300 Cincinnati residents towards the Police Department on each of 15 items. A seven-point scale was used for each item; with one indicating a very highly negative response, two a highly negative, three a slightly negative, four an average, five a slightly positive, six a highly positive, and seven a very highly positive response.

The overall average of all responses was 5.02, or at the slightly positive level.

The highest rated of all items was #14 (5.96 was ranked 1), indicating that people very definitely felt that the police deserve respect. They also had high attitudes toward the police with regard to the police being helpful (5.46), efficient (5.33), desiring to solve

problems (5.30), kind (5.15), confident (5.15), calm in emergency situations (5.15), and polite (5.14).

By far the lowest rated of all items was that the people felt that they did not know the policeman personally very well at all (3.31). Other characteristics upon which the police were rated only very slightly above average were in tendency to obey laws (4.71), in having a positive attitude towards people in the area (4.79), in quickly responding to calls (4.84), and in being fair and impartial (4.89). On the other characteristics, the police were rated at about the average for the whole questionnaire -- reasonable (5.07) and understands people in this area (5.00).

Table 1 also provided data concerning the attitudes of white (second column) and Negro (third column) and the differences between the two (last column) in overall ratings and on each of the fifteen items.

The white respondents had much higher average attitudes towards the police (5.29) than did Negro (4.20) respondents. The average difference was 1.09, and a difference of .1 was statistically significant at the .05 level. (The .05 level of significance implies, in this instance, that a difference in averages of .1 is so great that in only five experiments out of one hundred would it be due to chance occurrences.)

The attitudes of white respondents toward the police were higher than Negro attitudes on all fifteen items. The largest white-Negro differences in attitudes were on items 8 (1.72 in the last column) and 9 (1.69). The Negro respondents felt that the police were much more slow to respond to calls and had a much more negative attitude towards people in their areas than the white respondents did. The white respondents had attitudes that the police were more kind (1.35 difference on item 2), polite (1.30 difference on item 5), fair and

impartial (1.29 difference on item 10), desiring to solve problems (1.25 difference on item 15), understanding of people in their areas (1.21 difference on item 7), and reasonable (1.19 difference on item 6) than the Negro respondents felt.

Table 2 showed that the men interviewed had lower attitudes toward the police (4.76) than the women (5.36) had.

Table 1

Attitudes Toward the Cincinnati Police Department
on Fifteen Seven-Point Items

Items	Overall (N = 300)		White (N = 225)		Negro (N = 75)		W - N
1. Efficient	5.33	(3)	5.51	(4)	4.80	(3)	.71
2. Kind	5.15	(6)	5.50	(5)	4.15	(9)	1.35
3. Helpful	5.46	(2)	5.65	(2)	4.91	(2)	.74
4. Confident	5.15	(6)	5.38	(8)	4.45	(4)	.93
5. Polite	5.14	(8)	5.47	(6)	4.17	(7.5)	1.30
6. Reasonable	5.07	(9)	5.36	(9)	4.17	(7.5)	1.19
7. Understands people in this area	5.00	(10)	5.30	(10)	4.09	(10)	1.21
8. Quickly responds to calls	4.84	(12)	5.27	(11)	3.55	(13)	1.72
9. Positive attitude toward people in this area	4.79	(13)	5.21	(12.5)	3.52	(14)	1.69
10. Fair and Impartial	4.89	(11)	5.21	(12.5)	3.92	(12)	1.29
11. Obey Laws	4.71	(14)	4.97	(14)	3.93	(11)	1.04
12. Calm Others in Emergency Situations	5.15	(6)	5.39	(7)	4.44	(5)	.95
13. People know the Policemen Personally	3.31	(15)	3.40	(15)	3.04	(15)	.36
14. Deserve Respect	5.96	(1)	6.10	(1)	5.56	(1)	.54
15. Desire to solve problems	5.30	(4)	5.61	(3)	4.36	(6)	1.25
Average of all items and all respondents	5.02		5.29		4.20		1.09

Table 2

Sex Differences in Attitudes Toward the Police

Sex	N	Average Across All Items and Respondents
Male	172	4.76
Female	128	5.36
Combined	300	5.02

Table 3

Age Differences in Attitudes Toward the Police

Age	N	Average Across All Items and Respondents
15-24	80	4.71
25-39	72	4.68
40-64	101	5.24
65	44	5.62
None Given	3	5.13
Combined	300	5.02

Table 3 indicated that the respondents 40 years of age or older had much higher attitudes towards the police than did those under 40 years old.

On Table 4, those respondents who had up to 8 years of education (5.08) or did not give their years of education (5.44) had slightly higher attitudes than those who were in other education categories; probably because those in the former two categories were more likely to be older respondents, who had higher attitudes toward the police. Those who had at least a high school education had very slightly higher attitudes toward the police (5.16).

There were few differences in attitudes based upon the occupation of the head of the household as shown on Table 5. Those who were retired showed much higher attitudes toward the police (5.64) than did those who gave occupations. Respondents who gave skilled occupations for the head of the household rated the police lower than average (4.67). There were slightly higher than average attitudes toward the police among those who listed professional and managerial (5.14) and clerical and sales (5.18) occupations for the heads of the household.

Essentially no differences were observed between respondents who came from homes in which a man was the head of the household (4.96) and those which had women as head of the household (4.85). cf. Table 6.

As indicated on Table 7 there was a fairly consistent tendency for those who had higher family incomes to have higher attitudes toward the police. Two exceptions to this tendency were the higher than expected ratings given by those with less than $3000 family income (4.99) and those who would not give their occupations (5.33). These were probably retired, older respondents to a great extent. The $15,000 - $19,999 group also did not follow the tendency (4.94), probably because there were so few respondents in this category (only 6).

Some suggested ways the Police Department could improve community relations according to the respondents were presented in Table 8. The greatest majority of the respondents at first did not offer any suggestions. (295 of 300 respondents) However, after some probing many of them made suggestions. The most commonly mentioned suggestion (99 times) was a desire to know the police personally. One interesting result was that block meetings were mentioned so seldom (33 times) even though they are so frequently mentioned in the newspapers. Another interesting result was that a citizens' review board was mentioned so often (40 times).

However, this should not be interpreted to indicate that there is a high desire for a citizens' review board, because this might have been suggested to some respondents by some interviewers. This might well be a biased result.

Table 9 listed the suggestions provided by citizens on how they can improve relations with the police. Again most of the respondents (296 of 300) said nothing first, but then provided some ideas. Most of the responses were desirable from the police point of view. The respondents suggested that they should assist and cooperate with the police (44 times), obey laws (40 times), and respect the police (39 times).

Table 4

Education Differences in Attitudes Toward the Police

Years of Education	N	Average Across All Items and Respondents
Up to 8	52	5.08
9 - 11	84	4.86
12	87	4.97
More than 12	66	5.16
None Given	11	5.44
Combined	300	5.02

Table 5

Occupation of Head of Household

Differences in Attitudes Toward the Police

Occupational Categories for Head of Household	N	Average Across All Items and Respondents
Professional and Managerial	39	5.14
Clerical and Sales	28	5.18
Service	56	4.94
Agriculture, Fishery, Forestry	2	4.77
Skilled	61	4.67
Semi-skilled	23	5.05
Unskilled	21	4.99
Retired	34	5.64
Disabled	6	4.57
None Given	30	4.96
Combined	300	5.02

Table 6

Head of the Household Differences

in Attitudes Toward the Police

Who is Head of Household?	N	Average Across All Items and Respondents
Father or Husband	185	4.96
Mother or Wife	23	4.85
Himself or Herself	74	5.07
Other	8	6.15
None Given	8	5.26
Combined	300	5.02

Table 7

Family Income Differences in Attitudes Toward Police

Family Income	N	Average Across All Items And Respondents
Up to $3000	47	4.99
$3000 - $4999	43	4.70
$5000 - $6999	53	4.80
$7000 - $9999	48	4.87
$10,000 - $14,999	29	5.13
$15,000 - $19,999	6	4.94
$20,000	12	6.14
None Given	61	5.33
Combined	300	5.02

Table 8

Suggested Ways the Cincinnati Police Department

Can Improve Community Relations

Suggestion	No. Times Mentioned
Block Meetings	33
Police Review Meetings	28
Getting to know Police Personally	99
Course in Interpersonal Relations	46
Citizens' Review Board	40
More Negro Police and More Police	59
Change in Police Attitudes	16
Know the Community, Spend More Time in it, Listen to People	23
Satisfied with Police and their Methods of Protection	6

Table 8, continued

Suggestion	No. Times Mentioned
Don't know, nothing, etc.	295
Other (1 black and 1 white in each car, tougher enforcement, etc.)	37

Table 9

Suggested Ways Citizens Can Improve Relations with Police

Suggestion	No. Times Mentioned
Know Police Better	32
Respect the Police	39
Assist and Cooperate with Police	44
Obey Laws	40
Satisfied with Things as they are	18
Be Better Citizens	10
Teach Children to Respect Police	11
Miscellaneous (They should respect me, etc.)	22
Nothing Given	296
Don't Know	54

Table 10 provided information concerning the census tracts where the respondents had various level of attitudes toward the police. This information generally reflected the prior analyses according to race, age; socio-economic status, etc. When the census tracts were placed in police districts and averaged, the information in Table 11 was generated. However, since the survey was not designed to proportionately reflect the number of census tracts in each police district, the sampling was not representative in relation to police districts. Therefore, the information presented in Table 11 did not permit generalizations.

Table 10

Census Tracts in which Respondents Showed Various Levels of Attitudes Toward the Police

Levels of Attitudes	Census Tracts
Highest	49, 75, 51, 95, 71, 101
Second Highest	45, 89, 99, 79, 85, 29
Third Highest	65, 91, 105, 61, 9, 41
Fourth Highest	25, 5, 69, 17, 59, 21
Lowest	1, 58, 81, 11, 55, 37

Table 11

Police District Differences in Attitudes Toward the Police

Police Districts	N	Average Scale Values Across Items and Respondents
1	20	4.88
2	10	3.85
3	70	5.35
4	50	4.76
5	70	5.31
6	50	5.20
7	30	4.13
Combined	300	5.02

4. Conclusions

Based upon the data presented the following conclusions were drawn:

a) The people of Cincinnati rated their police department highly. The grand average of 5.02 was only slightly favorable, but other factors must be considered. For one thing, the final questionnaire considered primarily topics provided by respondents to the pre-survey, and most of pre-survey responses were negative. Hence, the final questionnaire included many items which would elicit negative reactions. Another factor lowering the ratings was this same tendency of people to be critical. This has, of course, been even more true in the last few years, when any institution representing authority has been criticized. Still another factor which decreased the apparent attitudes toward the police is the fact that those who have had recent contact with the police probably rated the police lower. There were probably many other factors which lowered the ratings. However, the fact remains that the vast majority of law-abiding citizens showed highly favorable attitudes toward the police.

b) The people interviewed felt that the police deserve respect because they are helpful, efficient, desire to solve problems, are kind, confident, calm in emergency situations, and are polite. The most important reasons given for low ratings were that the people do not know the policemen personally well enough, the police do not obey the laws, the police do not have positive attitudes toward people in certain areas, they are slow to respond to calls, and they are not fair and impartial.

c) The respondents showed very high desire to know the policeman better. This appeared to be the overwhelming reason for low ratings and it was the most often mentioned suggestion for improving community relations.

d) Negroes interviewed had very significantly lower attitudes toward the police than the whites contacted. The Negroes felt much more strongly than the whites that the police did not respond quickly enough to calls; did not have positive attitudes toward Negroes; were not kind, polite, or fair and impartial; did not desire to solve problems; did not understand them; and were unreasonable. Some Negroes suggested more Negro policemen to improve community relations.

e) Women had higher attitudes toward the police than men had.

f) Those 40 years of age or older had higher attitudes toward the police. This trend was also seen because those with the lowest number of years of education, lowest family income, and were retired had high attitudes. This probably reflects a decrease in respect for authority in the last couple of decades. These last two points probably reflect a lower rating of the police by those who have had more contact with the police, since men under 40 years of age are more likely to be arrested, questioned, etc. by the police.

g) People who had higher socio-economic status had higher attitudes toward the police, i.e., those with higher incomes, more education, and in higher level occupations had higher attitudes.

h) Attitudes towards the police were not related to whether a man or a woman was head of the household.

i) People seemed to know what they could do to improve community relations.

In general, the attitudes toward the police were positive. The survey seemed to suggest some reasons for the positive attitudes and to suggest some ways the attitudes can be improved.

B. The Attitudes of the Members of the
   Cincinnati Police Department Toward
   Different Aspects of Their Work

1. The Questionnaire

A questionnaire shown in Appendix C was designed to measure attitudes toward several aspects of the policeman's work, especially toward his job, instructions, supervisor, youth, Negroes, and Southern Appalachian Migrants (SAM's). This questionnaire was administered to the entire police force by the training section of Cincinnati Police Department during June, 1968, i.e., prior to the beginning of our Police Community Relations Training Program.

2. The Results

A total of 690 Cincinnati Police Officers responded to each of the twenty-five items on a scale which assigned a 5 to each strongly agree response, a 4 for agree, a 3 for neutral or no opinion, a 2 for disagree, and a 1 for strongly disagree. The overall results of this survey were presented on Table 12.

The officers had very high attitudes toward their job, which was reflected by the highest rated item - item 1 (4.55). Apparently, one important reason why they liked their work was that it was interesting (4.45 on item 5). They also liked the freedom to use their own judgment (4.01 on item 6); that they are considered a person, not a number (3.93 on item 6), and that they have a feeling they are accomplishing something worthwhile (3.87 on item 10). The only aspect of their work toward which they recorded quite low attitudes was equipment (2.97 on item 2). Some comments written in on the questionnaire stated that, "Our equipment is outmoded and dangerous."

It was surprising that the policemen's attitudes toward their supervisors (3.97) were as high as their attitudes toward their job. The vast majority of the policemen felt their supervisor knew his job (4.33 on item 15). They also had high confidence in the fairness and honesty of their supervisor (4.15 on item 12). They rated their supervisor above average on all of the other items, i.e., the supervisor seemed to get them to work as a team (3.84 on item 9), he gave credit and praise when appropriate (3.84 on item 10), he kept the men informed (3.89 on item 11), he was interested in ideas and suggestions (3.85 on item 13), and he was willing to "go to bat" for the men with higher administration.

The policemen showed a low attitude towards youth by agreeing very highly that, "Teenagers show less respect for authority than they did twenty years ago."

Table 12

Average Attitudes of 690 Cincinnati Police Officers
Toward Aspects of Their Work

Item No.	Average Rating Ranking
Attitudes Toward Job	3.90
1. Like Job	4.55 (1)
2. Right Equipment	2.97 (20)
3. Accomplished Something Worthwhile	3.87 (10)
4. Freedom of Judgment	4.01 (6)
5. Keep Me Interested	4.45 (2)
6. Person, Not Number	3.93 (7)
Attitudes Toward Instructions	3.11
7. Have Detailed Instructions	3.02 (19)
8. Give Detailed Instructions	3.20 (16)
Attitudes Toward Supervisor	3.97
9. Gets Teamwork	3.84 (12.5)
10. Gives Praise and Credit	3.84 (12.5)
11. Keeps Me Informed	3.89 (8.5)
12. Fair and Honest	4.15 (5)
13. Interested in Suggestions	3.85 (11)
14. "Go to Bat" for Me	3.89 (8.5)
15. Knows his Job	4.33 (3)
Attitude Towards Youth	4.25
16. Show Less Respect	4.25 (4)
Attitudes Toward Negroes	2.73
17. Appreciate the Police	2.33 (23.5)
18. Less Demanding	1.86 (25)
19. Capable of Developing Values, etc.	3.15 (17)

Table 12, continued

20.	Understand Policeman	2.33 (23.5)
21.	Due to Upbringing	3.71 (14)
22.	Depend Upon Service Rendered	3.03 (18)

Attitudes Toward Southern Appalachian Migrants 2.83

23.	More Demanding	2.46 (22)
24.	Understand Policeman	2.51 (21)
25.	Due to Upbringing	3.51 (15)

The attitudes toward Negroes were very low (2.73). Many more of the opinions were negative rather than positive. The policemen felt that the actions and attitudes of Negroes are due more to upbringing and contacts than to their ability and education (3.71 on item 21). Slightly more than half of the police officers felt that the Negroes are capable of developing values, attitudes, and respect for property and others (3.15 on item 19). And a number of the comments objected to classify all Negroes in the same categories. However, only half of the officers felt that the reactions of Negroes depends upon the type of service rendered to them (3.03 on item 22). The three lowest rated items on the questionnaire were that Negroes appreciate the policeman and would like more police protection (2.33 on item 17), that Negroes understand the policeman and his functions (2.33 on item 20), and that Negroes are less demanding than others (1.86 on item 18). The responses to the latter three items demonstrate that the policemen have some definite negative attitudes toward Negroes.

The police have much higher attitudes toward Southern Appalachian Migrants. SAM's actions and attitudes were more due to upbringing and contacts than to their ability and education (3.51 on item 25). They

felt that the SAM's were less demanding than others (2.46 on item 23) and much less demanding than Negroes. The only item which really reflected a negative attitude toward SAM's was that most of the policemen felt that they did not understand the policeman and his functions (2.51 on item 24).

The attitudes of policemen in the various bureaus was shown on Table 13 which indicated similar attitudes toward the different topics. Exceptions were shown either by a (+), indicating that the attitude is higher, or by a (-), indicating a lower attitude than the overall average. Some exceptions were that traffic seemed to rate everything higher and that patrol had lower attitudes toward their job and supervisors. Patrol felt slightly that they had less freedom and that they were treated as numbers rather than persons. Their lower ratings of supervisors were on all items.

Table 14 gave an analysis of results according to tenure. The results of the three tenure groups was similar to the overall average, but there were some exceptions. The low tenure group (less than one year) seemed to have higher attitudes toward everything except receiving detailed instructions. The one to five years group was most unhappy. The more than five years group had higher tolerance for detailed instructions and lower attitudes toward youth and SAM's. Table 15 presented a breakdown of the results for those in different age groups. Those who differed from the overall average were the 55 or above group who appeared to have higher positive attitudes toward most topics, even Negroes and SAM's. The 25-34 age group seemed to have the most negative opinions. It appeared that older officers could tolerate detailed instructions better than younger ones and that younger officers had slightly higher attitudes toward youth.

Table 13

Attitudes Toward Work of Police Officers in Various Bureaus

Attitudes Toward	Crime (N=73)	Patrol (471)	Personnel (14)	Services or Inspection (40)	Traffic (51)	Overall Average (690)*
Job	4.05	3.88 (-)	4.19	4.15	4.26 (+)	3.96
Instructions	2.81 (-)	3.09	3.25	3.58 (+)	3.46 (+)	3.11
Supervisors	4.17	3.88 (-)	4.09	4.17	4.31 (+)	3.97
Youth	4.41	4.20	4.42	4.25	4.49	4.25
Negroes	2.61	2.70	2.90 (+)	2.72	2.94 (+)	2.73
SAM's	2.83	2.83	2.59 (-)	2.78	2.88 (+)	2.83

*41 did not record their bureau.

Table 14

Attitudes Toward Work of Police Officers with Various Tenure Levels

Attitudes Toward	Less Than One Year (N=59)	One to Five Years (152)	More Than Five Years (471)	Overall Average (690)*
Job	4.19 (+)	3.87 (-)	3.96	3.96
Instructions	3.14	2.85 (-)	3.20 (+)	3.11
Supervisors	4.13 (+)	3.85 (-)	4.00	3.97
Youth	4.05 (-)	4.13	4.32 (+)	4.25
Negroes	2.86 (+)	2.74	2.73	2.73
SAM's	3.00 (+)	2.91	2.79 (-)	2.83

*8 did not list their tenure.

Table 15

Attitudes Toward Work of Police Officers with Various Age Levels

Attitudes Toward	21-24 (N=91)	25-34 (233)	35-44 (213)	45-54 (127)	55 or above (18)	Overall Average (690)*
Job	3.99	3.88 (-)	3.97	4.06	4.29 (+)	3.96
Instructions	2.97 (-)	3.05	3.15	3.29 (+)	3.38 (+)	3.11
Supervisors	3.96	3.88 (-)	4.04	4.07	4.12	3.97
Youth	4.20	4.23	4.21	4.43 (+)	4.27	4.25
Negroes	2.76	2.69	2.71	2.83	3.24 (+)	2.73
SAM's	2.90	2.89	2.68 (-)	2.84	3.44 (+)	2.83

*99 did not give their age

An analysis considering the status of the officers as reflected by the occupation of their fathers was shown in Table 16. The occupations were classified according to the North-Hatt Scale. High status occupations were professional occupations with socio-economic status ratings equal to that of a lawyer or higher. Above average status was at the level of a high school teacher or higher but not as high as a lawyer. The average status occupations ranged from playground director to railroad engineer. Below average ranged from restaurant cook to mail carrier. Low status varied up to truck driver. Those who were sons of policemen were placed in a separate category. Incidentally, the occupation of policemen was in the average status range of the North-Hatt Scale.

The attitudes of those in the different status categories was very similar to the overall average. No consistent patterns varied from the overall average. Most of the variance was by the high status group, but this was probably due to the fact that only four officers were in this group.

Table 17 depicted the attitudes of Negro and white police officers toward their work. The Negro policemen had higher attitudes toward their job, Negroes, and Southern Appalachian Migrants and lower attitudes toward detailed instructions and supervisors than white officers had.

The attitudes of police officers according to different ranks were somewhat similar to the overall average, but there were some consistent differences as shown on Table 18. Those who listed themselves as captain had higher than the overall average attitudes toward their job, youth, and Negroes; and lower than average attitudes toward detailed instructions. Those who checked detective had higher than average attitudes toward detailed instructions, supervision, and SAM's; and lower than average attitudes toward Negroes.

Table 16

Attitudes Toward Work of Police Officers

with Various Levels of Status

Attitudes Toward	Policeman (N=33)	High Status (4)	Above Average (24)	Average Status (166)	Below Average (210)	Low Status (88)	Overall Average (690)*
Job	3.94	3.62 (-)	4.06	4.01	4.00	3.92	3.96
Instructions	3.31 (+)	4.00 (+)	2.89 (-)	3.03	3.13	3.23	3.11
Supervisors	4.03	3.96	4.09	3.89	4.05	3.97	3.97
Youth	4.12	4.75 (+)	4.29	4.25	4.37	4.19 (+)	4.25
Negroes	2.70	2.54 (-)	2.79	2.77	2.73	2.92 (+)	2.73
SAM's	3.08 (+)	3.08 (+)	2.84	2.84	2.84	2.90	2.83

*165 did not give their fathers' occupations.

45

Table 17

Attitudes Toward Work of Police Officers of Various Races

Attitudes Toward	Negro (N=37)	White (625)	Overall Average (690)*
Job	4.12 (+)	3.97	3.96
Instructions	2.78 (-)	3.13	3.11
Supervisors	3.82 (-)	4.00	3.97
Youth	4.29	4.27	4.25
Negroes	3.59 (+)	2.70	2.73
SAM's	2.94 (+)	2.82	2.83

*28 did not record their race

Table 18

Attitudes Toward Work of Police Officers of Various Ranks

Attitudes Toward	Capt. (N=15)	Lieut. (33)	Serg. (73)	Patrolman (372)	Special (148)	Detective (8)	Overall Average (690)*
Job	4.15 (+)	4.07	4.06	3.96	3.94	3.97	3.96
Instructions	2.96 (-)	3.28 (+)	3.07	3.22	2.92 (-)	3.43	3.11
Supervisors	4.08	4.14 (+)	4.16 (+)	3.94	3.97	4.28 (+)	3.97
Youth	3.93 (-)	4.33	4.26	4.21	4.33	4.25	4.25
Negroes	3.13 (+)	2.85	2.87	2.77	2.63	2.22 (-)	2.73
SAM's	2.95	2.81	2.72	2.87	2.77	3.20 (+)	2.83

*49 did not give their rank

3. <u>Summary and Conclusions</u>

According to the data obtained through our survey:

a) The officers of the Cincinnati Police Department had very high attitudes toward their job, because it keeps them interested, because they are free to use their own judgment, because they feel that they are treated as persons, not as numbers, and because they feel they are accomplishing something worthwhile.

b) Only about one-half of the officers felt that they had the right equipment to do their work.

c) The policemen did not want to receive or give definite, detailed instructions.

d) The police officers showed very high attitudes toward their supervisors on all of the items but especially because the supervisors know their jobs and are fair and honest.

e) The police officers showed low attitudes toward youth by feeling very highly that teenagers show less respect for authority than they did twenty years ago.

f) The police officers showed very low attitudes toward Negroes. While feeling that their actions and attitudes are due more to their upbringing and contacts than to their ability and education, and that they are capable of developing values, attitudes, and respect for others and property; the majority of the police officers felt that Negroes are far too demanding and do not appreciate or understand the policeman. Only about half of the police officers felt that the type of service rendered will affect the behavior of Negroes.

g.) The police officers had much higher attitudes toward Southern Appalachian Migrants because their actions and attitudes were considered to be due more to their upbringing and contacts than to their ability and education, and because they were less demanding than others. The police officers still felt that the SAM's did not understand the policeman.

h) The traffic bureau appeared to have higher attitudes than other bureaus. The patrol bureau had lower attitudes toward their jobs and their supervisors.

i) The police officers with less than one year tenure had higher attitudes than those who had more tenure, while those with two to five years tenure had lower than average attitudes. Those with more than five years tenure had greater tolerance for detailed instructions, but low attitudes toward youth and SAM's.

j) The police officers who were 55 years old or older appeared to have the highest attitudes, and those in the 25-34 age group had slightly lower than average attitudes.

k) The police officers showed essentially the same attitudes even though they came from different socio-economic status homes.

l) Negro police officers showed higher attitudes toward their work, Negroes, and SAM's, but lower attitudes toward detailed instructions and supervisors.

C. Post Workshop Survey

Three months after the training program was completed the same questionnaire was administered again to the entire police department. The findings thus obtained were compared with the data collected on the pre-training survey. The findings of this survey were described in tables 19-26. The tables showed also the changes in attitudes as compared with the first survey. Briefly the following were the results of the post-workshop survey which were significantly different from the pre-workshop survey.

After the workshop the police officers had:

1. Lower attitude towards the equipment among all measured (Item 2)

2. Higher general attitudes toward supervisors, especially because they kept the officers more informed (Item 11). These were especially true of officers in the Crime and Personnel Bureaus, of those with more than five years experience, those who came from average status homes, those 55 or more years old, those who were Negro, and those who were captains or above, lieutenants, or specialists. However, those with less than one year experience showed lower attitudes toward supervision.

3. Higher attitudes toward youth across all respondents (Item 16). The greatest increase was for officers in the Personnel Bureau, for those with one to five years experience, those 21 to 24 years old, and those who were white.

4. Considering all police officers tested there was a significant increase in the feeling that the reaction of Negroes depends upon the type of service rendered to them (Item 22). The officers in the Personnel Bureau and those who were lieutenants showed increased attitudes toward Negroes.

5. Much higher feeling that SAM's are more demanding than others among all measured (Item 23)

6. The officers with more than five years experience, those from below average status homes, and who were white, showed less desire for detailed instructions, both giving and following them.

7. In general, more significant attitude changes were observed among supervisors (captain, lieutenant, sergeant) than other members of the Cincinnati Police Department.

Table 19

Average Attitudes of 578 Cincinnati Police Officers
Toward Aspects of Their Work
Post Workshop Survey

Item No.	Average Rating
Attitudes Toward Job	3.95
1. Like Job	4.61 (1)
2. Right Equipment	2.82 (20)↓*
3. Accomplished something worthwhile	3.89 (12)
4. Freedom of judgment	4.02 (6)
5. Keep me interested	4.40 (2)
6. Person, not number	3.93 (9)
Attitudes Toward Instructions	3.03
7. Have Detailed Instructions	2.96 (19)
8. Give Detailed Instructions	3.11 (18)
Attitudes Toward Supervisor	4.01 ↑*
9. Gets Teamwork	3.88 (13)

Table 19, continued

10. Gives Praise and Credit	3.92 (10)
11. Keeps Me Informed	4.00 (7)↑*
12. Fair and Honest	4.14 (4)
13. Interested in Suggestions	3.90 (11)
14. "Go to Bat" for Me	3.94 (8)
15. Knows his job	4.33 (3)
Attitude Towards Youth	4.12
16. Show Respect	4.12 (5)↑*
Attitudes Toward Negroes	2.79
17. Appreciate the Police	2.37 (24)
18. Less Demanding	1.96 (25)
19. Capable of Developing Values, etc.	3.19 (16)
20. Understand Police	2.38 (23)
21. Due to Upbringing	3.64 (14)
22. Depends Upon Service Rendered	3.16 (17)↑*
Attitudes Toward Southern Appalachian Migrants	2.88
23. More Demanding	2.61 (21)↑**
24. Understand Police	2.56 (22)
25. Due to Upbringing	3.48 (15)

↑Increase from pre-workshop questionnaire   *   p <.05   Levels of significance
↓Decrease from pre-workshop questionnaire   ** p <.01   computed using the t
                                                           test statistic.

Table 20

Attitudes Toward Work of Police Officers

in Various Bureaus

Attitudes Toward	Crime	Patrol	Personnel	Services or Inspection	Traffic	Overall Average
	(N=87)	(403)	(12)	(35)	(28)	(578)
Job	4.14	3.87 (−)	4.01	4.01	4.29 (+)	3.95
Instructions	2.76 (−)	3.03	3.20 (+)	3.62 (+)	3.16 (+)	3.03
Supervisors	4.27↑*	3.93 (−)	4.36↑*	4.01	4.32 (+)	4.01
Youth	4.27 (+)	4.12	3.16↑**	4.08	4.07	4.12
Negroes	2.71	2.73	3.59↑**	2.96 (+)	3.17 (+)	2.79
SAM's	2.90	2.84	3.02	3.04	3.04	2.88

Table 21

Attitudes Toward Work of Police Officers

with Various Tenure Levels

Attitudes Toward	Less Than One Year	One to Five Years	More than Five Years	Overall Average
	(N=24)	(164)	(378)	(578)
Job	4.08 (+)	3.84 (−)	4.00	3.95
Instructions	2.95	2.91 (−)	3.07 ↓*	3.03
Supervisors	3.88↓**	3.89 (−)	4.08↑**	4.01
Youth	4.00	3.90↑*	4.23 (+)	4.12
Negroes	2.72	2.74	2.80	2.79
SAM's	3.04	2.92	2.85	2.88

Table 22

Attitudes Toward Work of Police Officers
of Various Age Levels

Attitudes Toward	21-24	25-34	35-44	45-54	55 or above	Overall Average
	(N=75)	(210)	(172)	(88)	(17)	(578)
Job	3.98	3.84 (-)	3.99	4.06	4.45 (+)	3.95
Instructions	3.05	2.91 (-)	3.03	3.12 (+)	3.67 (+)	3.03
Supervisors	3.94	3.91 (-)	4.09	4.17	4.56↑**	4.01
Youth	3.82↑*	4.13	4.21	4.15	4.47 (+)	4.12
Negroes	2.67↓(-)	2.76	2.78	2.87	3.00 (+)	2.79
SAM's	2.99	2.91	2.78 (-)	2.88	3.07 (+)	2.88

Table 23

Attitudes Toward Work of Police Officers
with Various Levels of Status

Attitudes	Policeman	High Status	Above Average	Average Status	Below Average	Low Status	Overall Average
	(N=26)	(1)	(11)	(119)	(159)	(101)	(578)
Job	4.13 (+)	3.16 (-)	3.95	3.92	4.00	3.93	3.95
Instructions	3.03	3.00	2.81 (-)	2.86	2.92↓*	3.13 (+)	3.03
Supervisors	4.12 (+)	3.14 (-)	3.94	4.01↑**	4.03	4.02	4.01
Youth	3.88 (-)	4.00 (-)	4.72	4.05	4.24 (+)	4.07	4.12
Negroes	2.69	3.16 (+)	2.68	2.68	2.84	2.82	2.79
SAM's	2.94	3.00 (+)	2.96	2.84	2.87	2.86	2.88

Table 24

Attitudes Toward Work of Police Officers

with Various Levels of Status

Attitudes Toward	Negro (N=27)	White (524)	Overall Average (578)
Job	4.11 (+)	3.95	3.95
Instructions	2.96	3.04↓*	3.03
Supervisors	4.13↑**	4.03	4.01
Youth	3.74 (-)	4.14↑*	4.12
Negroes	3.79 (+)	2.73	2.79
SAM's	3.23 (+)	2.87	2.88

Table 25

Attitudes Toward Work of Police Officers

of Various Ranks

Attitudes Toward	Captain (N=6)	Lieut. (18)	Sgt. (56)	Patrolman (340)	Spec. (146)	Overall Average (588)
Job	4.36 (+)	4.32 (+)	3.99	3.86	4.07 (+)	3.95
Instructions	2.91 (-)	3.25 (+)	2.95	3.16 (+)	2.72 (-)	3.03
Supervisors	4.38↑**	4.61↑**	4.09	3.90 (-)	4.18↑**	4.01
Youth	3.33 (-)	4.50 (+)	4.00 (-)	4.06	4.30 (+)	4.12
Negroes	3.13 (+)	3.24↑*	3.00 (+)	2.74	2.73	2.79
SAM's	2.66 (-)	3.05	2.89	2.89	2.84	2.88

Table 26

Mean Ratings of a Post Workshop Questionnaire on Ten Aspects

By Participants in the Workshop

Item	Session					
	I	II	III	IV	V	Total
	(N=22)[1]	(N=25)	(N=25)	(N=25)	(N=35	(N=132)
Satisfied with way group worked	>III-V[3] 4.3333[2]	>III-V 4.3600	4.0000	3.9166	3.9117	4.1043
Committed to decisions made	3.6190	>I, IV 3.9206	3.8000	3.5454	3.6470	3.7064
How much influenced decisions	3.7619	3.6521	>IV 3.8000	3.5000	>IV 3.7941	3.7016
Interaction typical of police work	II,III 3.6190	3.1600	3.1200	>II,III 3.8260	>I-IV 4.2000	3.5850
Group listened to you	3.9523	4.0833	3.9600	4.0434	4.0606	4.0199
Group understood what you said	4.2380	4.0000	4.1200	4.0000	4.2285	4.1173
Private opinions, etc. expressed	>III,IV 4.0952	>III,IV 4.0800	3.8000	3.6086	>IV 4.0000	3.9168
8. How much cooperation	>III,IV 4.3333	>IV 4.2800	4.0400	3.9565	>IV 4.3030	4.1826
9. Group open with each other	>III 4.1904	>III,IV 4.4000	3.7600	>III 4.0434	>I,III,IV 4.5555	4.1899
10. How much trust others	>III 4.4285	>III 4.3200	4.1600	>III 4.3913	>I-IV 4.7058	4.4011
Average of all scales	4.0571	4.0256	3.8560	3.8831	4.1401	3.9925

IV.   <u>EVALUATION OF THE PROGRAM</u>

1. <u>Objective findings and observations</u>

The pre- and post-workshop surveys of the attitudes of police officers provide some objective evidence supporting success of our project. As was shown on Table 25 persons who participated in the training program changed statistically significantly their attitude toward minority groups, especially toward black people. Such statistical evidence, however, can be challenged concerning its meaning. Some critics may say that our results indicate nothing more than the fact that police supervisors who went through our program learned how to provide better answers to the questions, and that their attitudes really did not change. Granted that such could be a possibility, it still could be argued for the success of our program. If people who participated in the program developed a better facility to answer questions in the surveys, they must have developed more sensitivity to the problems of community relations. If the program accomplished just this much, it would be a sufficient indication of success, because it resulted in an increased sensitivity to the problems and the realization of their importance which was part of the objectives.

However, personal observations by all the faculty members involved provide some additional support in favor of the program. Everyone received a distinct impression that the participants, who were very sceptical when they started their training, became much more comfortable at its ending. They were given an evaluation questionnaire to answer and its results seem to be very favorable. The questionnaire was submitted for anonymous responding. Its sample copy is shown on <u>Appendix C</u>. 132 police supervisors filled in the questionnaire and mean rating of their responses were presented on Table 26.

The total average for all workshops, items, and participants was 3.9925 on a 5 point scale, indicating that the trainees had an above average overall evaluation of the workshop. The highest rated item (10--4.4) was about as high as possible considering the variety of people responding. Similarly the lowest rated item (4--3.58) was still slightly above average.

The participants appreciated most the trust (item 10); the openness and freedom in expressing thoughts, feelings, and attitudes (item 9); the cooperation and collaboration (item 8); the understanding (item 6); and the functioning (item 1) within the groups throughout the workshop.

They felt that the interaction in the group was not highly typical of the interaction they experienced regularly in the police department (item 4). This was the lowest rated item. However, even though the interaction was not typical, the workshop may have been a positive learning experience in that some of the good qualities of the interaction may have been transferred to the work situation, in such a way that more effective communication resulted. From the averages for all scales on the botton of Table 26, it can be seen that the participants in sessions V, I, and II showed statistically significantly higher evaluations of the workshop than did participants in sessions III and IV. These findings were especially true on items 1 (satisfied with the way the groups worked), 4 (interaction typical of police work), 7 (private opinions, etc., expressed), 8(much cooperation), 9 (group open to each other), and 10 (much trust of each other). There were some minor departures from these general findings. Those in session III felt that they influenced decisions (item 3) more than most participants. Those in session IV felt that the interaction was more typical of police work (item 4), that the group was more open with each other (item 9) and that there was more trust (item 10) than the members of session III felt.

The last three items at the bottom of the questionnaire required essay answers. These answers were very positive. Major complaints most frequently listed, dealt with: 1) shortage of time - many thought that such training should be extended over a period of at least five days - and 2) long hours packed together.

One of the most frequently mentioned suggestions listed on our evaluation forms was that this program should be extended for training of police specialists and later on for training of all patrolmen. As a result of this suggestion the City of Cincinnati was one of the few cities of the USA to apply for funds from the Omnibus Crime Bill for extension of our program rather than for additional guns and equipment. This request was granted through the Ohio Department of Urban Affairs and we have already trained 207 police specialists. The evaluation of this additional training is being completed at this time. As indicated in the detailed description of the program each group of the police supervisors had the task to develop their recommendations for actual improvement of Cincinnati Police Community Relations Program. These recommendations were gathered together, summarized and transmitted to the Chief of Police and his staff for consideration.

2. Recommendations for the Improvement of Police Community Relations in Cincinnati

The views of the participants were summarized in accordance with the levels of overall agreement: a) unanimous agreement b) two-thirds majority or better c) majority of fifty percent or better d) individual recommendations (less than fifty percent).

a) Recommendations Supported by Unanimous Agreement:

1) An effective Police Community Relations program is absolutely needed for an effective police department.

2) The Cincinnati Police Department has a C.R. program which needs further implementation and expansion.

3. The expansion and implementation of the C.R. program is of great importance to the Cincinnati Police Department and to the citizens of the community.

4. Therefore, the present C.R. unit should be increased in personnel and in prestige and given funds to develop and expand existing and new programs.

5. It is recognized that to be successful, the Police C.R. program must receive full support of the Chief of Police and the entire supervisory personnel of the police department.

b) Recommendations supported by two-thirds majority or better:

1. The C.R. unit should be given Bureau status, centrally organized with a Captain or preferably a Lt. Colonel in charge, directly responsible to the Chief of Police.

2. The personnel should be augmented in adding one to two specialists assigned to C.R. in each district in addition to the present number of C.R. specialists. There should be two to four lieutenants and three sergeants working from the central office in the consultant capacity to the districts. Each district should have a lieutenant or sergeant in charge of the C.R. who would be responsible directly to the district captain.

3. Provide two full-time stenographers to the C.R. unit.

4. Include public information into the functions of the C.R.

5. Employ psychologist or behavioral scientist as a civilian consultant or the director of the Bureau.

c) Recommendations by majority of 50% or better:

1. Establish within the C.R. a readily available source of communication between police and public through open meetings, police information phone, literature, various radio and TV programs, etc.

2. Include the S.R.O. unit into the C.R.

3.   Use the C.R. Bureau for police recruitment.

4.   Develop more independence in the C.R. activities to the point
     that it would become a Police Department activity and not an
     adjunct to various church or welfare groups.

5.   Develop better communications within the Police Department to
     strengthen the confidence and morale of the department.

d) Individual recommendations (less than 50% agreement):

1.   Reactivate foot patrol in specific areas.

2.   Extend this training program to include specialists and eventually
     the patrolmen.

3.   Develop new methods for police minority contacts.

4.   Have uniformed policemen teaching classes in civics.

5.   Encourage other departments of the city government to become
     more involved and trained in the C.R.

6.   Establish a research unit to study the changing role of a
     police officer and provide new definition of this new role

7.   Increase educational requirements for police officers.

3. Implementations

The recommendations for improvement of the Police Community Relations
Program were reviewed by the staff of the Chief of Police and implementa-
tions where possible were initiated. On February 17, 1969 we received
from the Office of the Commander of Personnel Bureau of Cincinnati
Police Division the following description of the status of our
recommendations:

"The first five recommendations supported by unanimous agreement are in
the nature of resolutions.

a) By two-thirds majority

1.   CRS was originally initiated as a separate Bureau but has been
     relocated in the Personnel Bureau as a Section. A captain is
     in charge of CRS.

2. While the recommended number of specialists and supervisors assigned to CRS has not been obtained, two additional specialists and one policewoman have been assigned. CRS has a captain in direct command of its specialist complement.

3. The CRS unit continues with one Clerk-Steno. III. At such time as personnel and workload would be increased, additional secretarial assistance would be programmed into the budget.

4. At the present time CRS handles various types of publicity and news releases for the Police Department but it is not a specifically delegated function of the section as yet to be the Public Information office. During times of public disorder personnel officer functions as Public Information officer.

5. A civilian consultant behavioral scientist is recommended in future budget requests. It awaits council approval for activation.

b) Recommendations by majority of 50% or better

1. CRS is available at District CR meetings and other city meetings. Public and police information phone as a specialized function does not exist. This is served by the dispatchers, district desks and other police personnel.

    Various types of literature are distributed to the public as a function of CRS. This section writes and produces a "Police Call" TV program seen on Sunday, 10:30 A.M., WCPO, in cooperation with H.C.P.A.

2. While this has been recommended the SRO is still a function of the Juvenile Bureau.

3. We assist in the recruiting process through appearance at various gatherings and meetings. This was part of the recent Law Observance Week where we operated a recruiting booth. The CRS is preparing a recruiting booklet.

4. CRS has never been an adjunct to various church or welfare groups. It serves as liaison with them for the Police Division.

5. This section is constantly striving to build communications within the Police Division. CRS people attend district meetings, CAS meetings and its commander attends staff and captains' meetings. A CRS informative training bulletin is in progress.

c) Less than 50% -

1. Due to budgetary limitations and personnel shortages it is obviously impossible to reactivate foot patrol as presently understood. There is a possibility of getting into motor scooter patrol. A study is presently being done on this.

2. The CR training program is being expanded to include specialists and hope to eventually include all members of the division.

3. Various committees set up and are functioning to bring in members of minority groups for improving police-public relations.

4. SRO participates in teaching in the school system. (Juvenile Bureau, Traffic Safety).

5. Other departments of the city are becoming more interested in CR and often appear at District PCRC meetings to represent their divisions and departments. A City Services Board is functioning.

6. This is always under study. With the advent of the behavioral science consultant it would receive further impetus.

7. This would have to be coupled with drastic increase in police salaries and change in working conditions. The concept of increase in educational requirement is indeed a laudable one. At present it is ideal."

The above statement indicates that our suggestions did not fall on deaf ears, but that they received serious consideration. Of course, budget limitations did not allow us to realize everything which was desirable; however, an attempt to make improvements where it was possible was made.

In addition to the formal recommendations some informal suggestions were made to the Chief of Police during or after the training period. One example deserves special mentioning. Just for our own curiosity and cooperation with the Director of Cincinnati Police Academy we administered the same attitude survey which we gave to the regular police officers and police recruits. We received 100% response from the total police recruit class consisting of 43. We compared their answers to those of the rest of the Police Department. The results indicated very clearly that police recruits had a statistically significant more positive attitude toward minority groups than policemen who have been on duty for two to five years. However, we discovered that the young recruits receive on-the-job-training after they complete their studies at the Police Academy and that their supervisors of this training - called patrolmen coaches - are men who have been on the police force from two to five years. Considering the fact that these "trainers" have the present attitude toward community relations it was thought that something should be done in changing the training procedures. These ideas were brought to the attention of the Chief of Police and he ordered an immediate change in training procedures. Therefore, since September, 1968, young Cincinnati patrolmen cannot be trained by policemen who have been on the force for less than six years. This is a small change, but very likely it will have extensive results. We observed similar "small" changes in other areas, such as: policies governing materials on police bulletin boards, reactions toward student unrest and attempted dialogues with black citizens. There are many things, most of which are intangibles, which compose the attitudes. Our observations suggest that this training program has reached at least a few of these intangibles.

V.   SUGGESTIONS FOR FUTURE PROJECTS

Policemen are receiving much attention presently. Considerable amount of this attention is critical and negative. However, the majority of the population, as our surveys indicate, respect and support their policemen. The mood of the nation is changing again to "Law and Order". However, the police officers have made their choice: they want to be part of the community they work for and they want to receive its support. Therefore, police community relations program is not something which will change with the mood or feelings of people. This program is here to stay. The question that remains to be answered is this: how to improve a training program such as ours and how to facilitate a more peaceful and understanding interaction between police and various segments of the community. Our program had a unique approach in starting from the top and going down the ranks. The philosophy behind it was that police departments are semi-military organizations and as such they tend to rely heavily upon the leadership of authority figures. Our thinking was that once you change the attitude of the upper echelon, the lower echelon will follow suit. So far our results support this thinking. However, we still have a question which remains unanswered concerning the future of police community relations. Suppose all police officers develop good skills in this area, but their opponents, like black and white militants, continue with their negative attitudes to the police. What will all our training do, when police officers are attacked and degraded without any reason? It seems that there is a need for training on the other side too. It seems that parallel programs similar to this should be sponsored for groups of black and white militants and for other agencies of the cities. Our program provides support for the hypothesis that positive changes in interpersonal relations can be produced by intensive short-term programs. It would be desirable to extend this type of training to encompass more people and more agencies.

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APPENDIX A

Police Community Relations Programs in:

San Francisco

The police community relations program is concentrated in a unit consisting of seventeen persons, nine of whom are members of minority groups. The unit has a lieutenant as its commander, who reports directly to the Chief of Police. In addition, there are two sergeants and fourteen patrolmen in the unit. The officers of this unit operate directly from the main office, and the district captains have no jurisdiction over them. Although they are sworn police officers, they operate without uniform and sometimes they have what one could consider as an exempt status in the police department.

The community of San Francisco has some unique problems which other communities are not "blessed" with to the same degree. In the population of 750,000 they have: 97,000 Negroes, 47,000 Chinese, 90,000 Latin Americans, 15,000 Filipinos; (also 75,000 homosexuals, 150 known transexuals, hippies, etc.). The police community relations unit is equipped to deal with all minorities requiring special attention.

Problems

The exempt status of the community relations unit is noticeably resented by many uniformed police officers. The captains dislike the fact that they have no authority over police officers operating in their district and that many times these community relations officers do not help the regular police force in their work. Some members of the community relations unit are conducting programs on their own, and they have their own fans and followers. Thus, some of them have developed political power of their own to the point that they do not want to take orders from their commander, and sometimes their loyalty to the police department may be questioned. Incidents were recorded where some community relations officers have joined the critics of

the police department and they became quite popular in the community, but this did not help the police department. The main problem in San Francisco seemed to me to be the lack of integration of the community relations unit into regular police units. All the officers we talked to in San Francisco emphasized the need for actual police experience for all community relations unit members. They thought that an individual with civilian background could never understand all the needs and problems which a policeman encounters. They also thought that each member of the community relations should himself have lived some time in a poverty or minority area. As a most helpful agency in the work of the community relations unit in San Francisco was rated the Telephone Company.

Los Angeles

The community relations unit has as its commander a deputy chief who is called the commander of the Public Affairs Commission. There are 131 persons who belong to this unit. The community relations includes also the public relations officers. A detailed description is given on an organization chart contained in the Los Angeles exhibit folder.

As far as the community relations officers are concerned, they all are police officers. Each of the nine districts of Los Angeles has a lieutenant and a patrolman assigned to it. The lieutenant, as a rule, is also an executive to the commander of the district (who is a captain). The community relations lieutenant deals primarily with adult problems, while the patrolman deals with the youth problems. I was not clear as to how many community relations patrolmen were in each district. However, the lieutenant and his men are under direct command of the captain of the district. While they primarily do the community relations work, they can also be used for other duties. By the same token, other police officers of the district may be assigned to assist them. It seemed to me that all officers of each

district are more or less involved in the community relations program. The captain is also quite aware of what's going on in community relations, and they make references to some more important points of community relations at the regular roll calls. The personnel working from the deputy chief's office are available to the districts as staff consultants. Community relations lieutenants from each district meet with the lieutenant at the deputy chief's office once a week for overall communication and planning.

Problems

The community relations personnel are concerned with many problems of the community. They are working at the "port of arrival" in assisting newcomers to learn how to live in a big city. They are involved in a crime prevention program, city housing programs. They prepare materials and provide information to the public about the police organizations and the work of the policeman.

The community relations unit serves also as an information feedback to the captains concerning the improvement of the quality of the services the police are giving to the community. It seems that the approach of the police department of Los Angeles is based upon the desire to make the development into a sound organization and present it to the public as a fact, not as a P.R. gimmick. It seemed to me that the police department in Los Angeles is very proud of its achievements. It has very high goals which are hardly reachable. I had a distinct impression that police officers are expected to be almost perfect human beings, or as one captain said, "they are human beings under military discipline." Maybe a somewhat more relaxed approach could make the life of the policemen easier. In many instances I was very impressed with the desire of the police department at Los Angeles to be completely self-sufficient, which seemed to be somewhat extreme.

St. Louis

The police community relations unit has a director who reports directly to the Board of Police Commissions. Theoretically he is only partially under the Chief of Police, although practically he considers himself as being subordinate to the Chief. The director is also in charge of public information. The director is a <u>civilian</u> with journalism background. This community relations unit consists of 30 persons, 18 of whom are uniformed policemen. There are 14 police officers who work in the field, i.e. in the districts. Two of the community relations officers are sergeants and the rest are patrolmen. Each district has two community relations officers: one of them reports to the district captain, and one to the director at the central office. The police community relations officers are selected by the director from among the police force in each district. These men are exempt from any detail by order of the chief of police. The staff at the central office has a consultative function in relation to the officers in the field. The director meets with all of them and his office staff once a week for planning and discussion.

Problems

Community relations officers are in charge of each district school visitation program. As a rule, a police officer teaches part of a civics course in the eighth grade (he teaches in uniform). Each district has a civilian community relations group with a citizen chairman. This group is completely run by citizens. Each group has subcommittees on juvenile problems, law enforcement, businessmen and sanitation. The chairmen of each district meet with the director of community relations once a month. In order to promote <u>better integration</u> of the community relations with the rest of the police department, a sergeant of each district spends one week with the community relations force. They work together and at the end of the week the sergeants give criticisms and suggestions for improvement of the community relations as they see it.

In order to promote better understanding of police work on the part of the public, they have a program which provides opportunity for citizen representatives to ride police cruisers and observe police in action. They also have store front centers in many districts which serve as meeting places and also where information in regard to rumors is provided.

The Chief of Police has a setup whereby all the police dispatch calls are monitored and briefly written down. More important cases are checked out and summaries prepared. These summaries are made available to each district office and to the community relations officers so that they can provide answers to questions. St. Louis has a 40% Negro population, but they have not had any riots up to this time.

Miami Beach

Miami Beach, known as a resort area to many Americans, last summer became known also as a center capable of handling a large political convention. The G.O.P. met in Miami Beach and conducted its business without incidence of violence, vandalism, or disturbance. There is no doubt that many people contributed to the planning of the convention; there is no question that Miami Beach Law Enforcement Agencies, especially the Police Department, was shining in its gallantry, organization, and efficiency; there is also no doubt that all of the Miami Metropolitan Safety Departments had their finger in it and they all contributed to the success. It is true that while Miami Beach was celebrating its greatness as a successful host of an important convention, the city of Miami was suffering one of the most unpleasant riots, and the mood just a few bridges away from Miami Beach was not so exuberant. While vacationing in Hollywood Beach, I decided to take one day off my vacation and try to work for my "police interests." The following are a few observations on the Police Community Relations in some parts of the Greater Miami area.

Miami Beach is a unique city inasmuch as it has no Negroes living in its boundaries. Its greatest majority are Jewish people who represent 70%

of the population. The city of Miami Beach has a police force consisting of 200 sworn police officers. The Police Department has a very energetic chief (Rocky Pomerance) who considers that the job of his entire department is community relations. Miami Beach is a tourist city and the Police Department there is very conscious of the fact that the city wants the good will of the tourists. Therefore, the law enforcement there is viewing primarily from the standpoint of helping, guiding, being courteous, and selling the friendliness of the community. Miami Beach Police Department does not have any community relations unit and they feel that they don't need it. However, they also don't have some built-in problems which other cities have. The mean age of the Miami Beach population is 59 years. They miss young people; their schools are small and spacious, and their concern is how to make the life comfortable to the residents who come to Miami Beach to spend their retirement and whose main goal is to avoid the need for the services of the funeral directors who advertise a complete (cheap) funeral for $150. To contribute to the feeling of safety of its citizens, the Miami Beach Police Department is proud to state that it can provide ambulance or emergency run within two minutes of receiving the call.

Of course, Miami Beach is a segregated city, but they say it is not their fault that it is so. Negroes do not live there, nor do they come to the beaches (incidentally, the beaches are for all practical purposes segregated, and there are no beaches for Negroes in that area.) In the event some undesirable residents from the surroundings would want to come to Miami Beach and cause disturbances, there is a simple technique which can prevent the marching of such people: raise the causeway bridges and you have peace and quiet unless they want to swim the channels. (This technique was ready for operation during the G.O.P. convention, although it was not needed.)

Miami

The city of Miami has several ghetto areas, one of which is the settlement called Liberty City. The name of the area is not new: it was created by the real estate company who sold houses there many years ago. This ghetto area cannot be compared to anything we have in Cincinnati: it is so poor and congested that I have no comparison for it here. In this area, a marathon meeting was conducted during the Republican Convention with the idea of organizing a march to Miami Beach. Some outside speakers were to come there, but none came. After a few hours of "discussion," tempers started flying and the crowd burst out throwing bottles and bricks. The disorder led to looting and stoning of passing cars. City police were called out. Then the sheriff of Dade County took over and his men were joined by the National Guard. The order was restored, but not before two stores were looted and burned, and three men lost their lives.

A police community relations unit does not exist in Miami Police Department. The chief there allegedly believes in community relations "with helmets and guns." There seems to be a need for police community relations in a city with the problems of Miami, which has a police force of only 500 men. Of course, the situation is somewhat complicated and helped by the county sheriff who can enter the city, if needed, and take over the police operation.

Dade County

According to the unique law of Florida, each county has a sheriff who is responsible for unincorporated areas and who also can take over the functions of any city law enforcement if the situation requires. Dade County Safety Department in Florida is, therefore, a county police department directed by the sheriff. This police department has 800 police officers and it really compares in its structure to our police department.

Dade County police department has its community relations unit consisting of a director (sergeant) and thirteen police officers. This unit operates to the greatest extend according to the St. Louis model. It has community relations officers located at each of the four districts in the ghetto areas. They maintain contacts with the minorities and they attend police community relations meetings. The Dade County Police Community Relations unit maintains liaison with the local press and they have gained good acceptance by the press. It was interesting to note the difference in reporting of the riot by the national reporters who were attending the convention and by the local press and TV. The local coverage was factual and without exaggeration, while the national reporting was blowing the event out of any proportion. The police action was supported by the press as necessary, and the general attitude was favorable to the police.

The Problem

How can you operate so many police departments in one area with overlapping jurisdictions, and avoid friction? The answer is: you cannot. Miami area has an interesting organization of law enforcement which could stand some community relations within itself. The community problems are also greater than meet the eye. It is quite obvious that "helmets and guns" cannot solve the community problems. Better police community relations can help. Incidentally, Dade County Police Department has no residency requirement for their applicants, and the beginning salary for a patrolman as of October 1, 1968, was $7300 per year. They have only three vacancies at the present in their police force. Out of 800 police personnel, 35 are Negroes. They would like to have more qualified Negroes applying, but they cannot get them.

APPENDIX B

<u>Questionnaire Used in Attitude Survey Toward the</u>

<u>Cincinnati Police Department</u>

We are conducting a survey of your feelings toward the police in the community. Your name or address will NOT be on this sheet of paper. Your opinions will be held in strict confidence. We want to know what you think of Cincinnati policemen in performance of their duties.

For example, would you say policemen are efficient or inefficient:

	Very Highly	Highly	Slightly	Average	Slightly	Highly	Very Highly	
Efficient	—	—	—	—	—	—	—	Inefficient
Kind	—	—	—	—	—	—	—	Brutal
Helpful	—	—	—	—	—	—	—	Not Helpful
Confident	—	—	—	—	—	—	—	Not Confident
Polite	—	—	—	—	—	—	—	Rude
Reasonable	—	—	—	—	—	—	—	Unreasonable
Understands people in this area	—	—	—	—	—	—	—	Does not understand people in this area
Quickly responds to calls	—	—	—	—	—	—	—	Slowly responds to calls
Positive attitude toward people in this area	—	—	—	—	—	—	—	Negative attitude toward people in this area
Fair and Impartial	—	—	—	—	—	—	—	Biased
Obey Laws	—	—	—	—	—	—	—	Not Obey Laws
Calm Others in Emergency Situations	—	—	—	—	—	—	—	Excite Others in Emergency Situations
People know the policemen personally	—	—	—	—	—	—	—	Do not know the policemen personally
Deserve respect	—	—	—	—	—	—	—	Do not deserve respect
Desire to solve problems	—	—	—	—	—	—	—	Create problems

What would you suggest the police do to improve community relations?

_____ Block meetings

_____ Police review meetings

_____ Getting to know police personally

_____ Course in interpersonal relations for police

_____ Citizens' review board

_____ More Negro (Black) policemen

_____ _____

_____ _____

What could you do to improve relations with police?

Survey of Attitude toward C.P.D.

_____ M

_____ F

Age:

_____ 15-24

_____ 25-39

_____ 40-64

_____ 65

Years of education:

_____ Up to 8

_____ 9 - 11

_____ 12

_____ More than 12

Occupation of Head of Household: _____

Who is the Head of the Household: _____

Family Income:

____ Up to $3000

____ $3000 - $4999

____ $5000 - $6999

____ $7000 - $9999

____ $10,000 - $14,999

____ $15,000 - $19,999

____ $20,000

APPENDIX C

Attitude Survey

This questionnaire was designed to measure the reactions of people in the Cincinnati Police Division to various aspects of their work.

This is not a test. There are no "right" or "wrong" answers. You are asked to be as frank and honest as possible in responding to these items.

Answer the items in this questionnaire as quickly as possible. Some of the items are not phrased exactly as you would have expressed them, but answer them as accurately as you can.

Write in as many comments as you can. Space is provided after each item and at the end of the questionnaire. Please give any comments which will allow you to express yourself more accurately and completely.

Your anonymity will be protected. You will not be asked to write your name on the form or to identify yourself in any way. No attempt will be made to identify you. Most of the scoring will be performed using electronic data processing equipment at Xavier University. Results will be tabulated by groups and will not involve analysis of individuals.

If you strongly agree with the statement, write a five in the appropriate space..(5)

If you agree, use four...(4)

If you are neutral or have no opinion, use three.....................(3)

If you disagree, use two...(2)

If you strongly disagree, use one....................................(1)

Use all five categories. You should agree strongly and use (5) on some items and disagree strongly and use (1) on other items.

1. I like my job. (If you like your job very much, write in 5; if you like your work, use 4; if you are about average in liking your job, use 3; if you dislike your job, use 2; if you dislike your job very much, use 1.)   ( )

2. I have the right equipment to do my work.   ( )

3. Most days I leave work feeling I've accomplished something worthwhile. ( )

4. I have freedom on the job to use my own judgment.   ( )

5. My job has things that keep me interested.   ( )

6. You are treated as a person here, not a number.   ( )

7. I like to have definite, detailed instructions, which I can follow closely.   ( )

8. I like to give definite, detailed instructions, which I expect to be followed closely.   ( )

9. My supervisor gets us to work as a team.   ( )

10. My supervisor gives me credit and praise for work well done.   ( )

11. My supervisor keeps me informed about what I should know to do my job. ( )

12. I have confidence in the fairness and honesty of my supervisor.   ( )

13. My supervisor is interested in my ideas and suggestions. ( )

_____

14. My supervisor will "go to bat" for me with higher administration. ( )

_____

15. My supervisor knows his job. ( )

_____

16. Teenagers show less respect for authority than they did twenty years

ago. ( )

_____

17. Negroes appreciate the policeman and would like more police protection. ( )

_____

18. Negroes are less demanding than others. ( )

_____

19. Negroes are capable of developing the same moral values, attitudes,

toward family life, respect for the property of others, and respect

for others as other people have. ( )

_____

20. Negroes understand the policeman and his functions as much as anyone. ( )

_____

21. The actions and attitudes of Negroes are due more to their upbringing

and contacts than to their ability and education. ( )

_____

22. The reaction of Negroes depend upon the type of service rendered to them.

( )

_____

23. The SAM's (Southern Appalachian Migrants) are more demanding than

others. ( )

_____

24. The SAM's understand the policeman and his functions as much as anyone. ( )

_____

25. The actions and attitudes of SAM's are due more to their upbringing and contacts than to their ability and education. ( )

_____

ADDITIONAL COMMENTS

_____

_____

_____

_____

_____

In which bureau are you assigned?

_____1. Crime Bureau

_____2. Patrol

_____3. Personnel

_____4. Services or Inspection

_____5. Traffic

How long have you been in the Cincinnati Police Division?

_____1. Less than one year

_____2. One to five years

_____3. More than five years

In which age group are you?

_____1. 21 to 24

_____2. 25 to 34

_____3. 35 to 44

_____4. 45 to 54

_____5. 55 or above

What was the principal occupation of your father?

_____

Could you be most accurately classified as:

_____1. Negro

_____2. White

What is your rank?

_____1. Captain or above

_____2. Lieutenant

_____3. Patrolman

_____4. Sergeant

_____5. Specialist