

210

**A STUDY
OF THE EFFECTIVENESS
OF THE POLICE COMMUNITY RELATIONS OFFICE
AT 739 IGLEHART AVE. IN ST. PAUL, MINNESOTA
AND GENERAL POLICE-COMMUNITY RELATIONS
IN THE SUMMIT-UNIVERSITY AREA OF THE CITY.**

**Prepared by the Management Center
College of St. Thomas
St. Paul, Minnesota**

Feb. 18, 1969

Donald J. Leyden, project director

NC50001086

February 18, 1969

L. E. McAuliffe
Chief of Police
St. Paul, Minnesota

Dear Chief McAuliffe,

Herewith submitted is the study of the effectiveness of the Police Community Relations office located at 739 Iglehart Avenue in St. Paul. This project, undertaken during the past three weeks by three of us from the St. Thomas staff, became a labor of love for each of us.

The intense dedication of the police officers involved and their desire to do a good job in the Summit-University area was equalled by a genuine concern of those interviewed from the area to work for the betterment of their community. Quite frankly, to say there was not unanimous agreement as to how this could be done would be a gross understatement. As expected, there were often expressed opposing views. But while no two people agreed as to the effectiveness of the program, most agreed that the Police Community Relations program should continue.

Indeed, as often stated, there have been enough factors at work in these times to prevent or destroy the links of communications between segments of our society, including the ones between police and the community. Regardless of the degree of effectiveness, most people welcomed the PCR center as but one step, but an important one, in the long journey to better understanding.

To more than a few it provides a symbol of hope for better days to come.

We wish to thank the members of the St. Paul Police Department, especially those at the PCR office, for the many courtesies extended to us and for the help they gave us in pursuing our information.

Sincerely yours,

Donald J. Leyden
Donald J. Leyden
Project Director
College of St. Thomas

TABLE OF CONTENTS

Project Background	1
Project Staff	2
The Questionnaire	3-6
Interview Background	7
Question # 1	8-9
Question # 2	10-11
Question # 3	12-14
Question # 4	15-16
Question # 5	17-19
Question # 6	20
Question # 7	21-23
Question # 8	24
Question # 9	25-27
Question # 10	28-30
Question # 11	31-32
Question # 12	33-34
Question # 13	35-38
Question # 14 (Police Addendum)	39-40
Question # 15	41
Question # 16	41
Staff Recommendations	42-46
1968 PCR Report	Appendix A1 - A11

Background

Following a proposal to the United States Department of Justice, Office of Law Enforcement Assistance, the St. Paul Police Department in 1967 received a grant of \$14,818.00 to undertake a Community Liaison Project. Part of this project involved a course of some 50 class hours duration staffed by instructors of the Management Center of the College of St. Thomas and attended by members of the St. Paul Police Department. Twenty-five police officers were selected to take the course on community relations. Among the subsequent steps taken by the St. Paul Police Department following the conclusion of the course in 1968 was the establishment of a store front Police Community Relations office at 739 Iglehart Avenue in the Summit--University target area of St. Paul, a densely populated region of lower income residents, heavy minority group concentration, high crime rate, and most hostility toward police officers.

On May 14, 1968 the store front office was officially opened with four officers on its staff. Now, after nine months of operation, the College of St. Thomas Management Center, has been asked to evaluate the effectiveness of the Police Community Relations store front office in the Summit--University area of the City.

To do this the project director designed a questionnaire which was sent at random to 178 residents, one questionnaire to a block, within the Summit--University area. Another 191 questionnaires were sent to the heads of agencies, churches, schools, clubs and organizations which are members of the Summit--University Federation. In addition, a team of three men conducted some 42 interviews with community leaders, businessmen, educators and students, residents, newspaper reporters, and the police officers who had had some role in the operation of the store front office.

This report summarizes the responses contained in the 52 questionnaires which were returned in self-addressed and stamped envelopes and it reports the responses received to similar questions which were asked during the 42 interviews.

On the basis of visitations to the store front office, the responses to the questionnaires, the interviews, and the time spent in the Summit--University area while in the pursuit of this information, staff members who were engaged in the project have offered interpretations, recommendations, and conclusions regarding the effectiveness of the Police Community Relations efforts.

The Project Staff

The Management Center of the College of St. Thomas consists of a director and three full-time associate directors who since 1957 have planned and conducted training sessions, seminars, formal courses, and conferences on various problems of management for business organizations, governmental units, and public institutions. In addition, other members of the St. Thomas staff and other qualified members from outside the institution have been brought in to conduct special projects or parts of Management Center programs.

This project, concerned with the evaluation of the Police Community Relations program, has been directed by Donald J. Leyden, alumni and public relations director at the College, who was a member of the staff which conducted the community relations course for the St. Paul Police Department prior to the establishment of the store front office. Mr. Leyden served as a special agent with the Federal Bureau of Investigation from April of 1951 to May of 1953 when he took his present job at St. Thomas. With other members of the Management Center Staff during the past 10 years he has conducted over thirty programs for police officers throughout the state in his special field, community relations.

Mr. Leyden interviewed police officers, block workers, educators, students, and several businessmen.

Other members of the staff were Edward (Ted) Lanpher and Paul Lawson. Mr. Lanpher was raised in St. Paul and received his bachelor of arts degree from the College of St. Thomas in 1957. He served as an intelligence officer in the U.S. Air Force from 1957 to 1963, as a salesman for Webb Publishing Company in St. Paul, and as an administrator in the office of the Mayo Clinic in Rochester, Minn. Since May of 1967 he has been assistant director of development at St. Thomas. He is a graduate of the Center for Urban Encounter and chairman of the Human Relations Committee of his parish church. Mr. Lanpher interviewed community leaders including representatives of the NAACP, Urban League, Human and Civil Rights Commission, Inner City Youth League, Hallie Q. Brown civic center, St. Paul Industrialization Opportunities Center, several clergymen and community businessmen.

Paul A. Lawson, director of the News Bureau at the College of St. Thomas, was reared in St. Paul, attended elementary and secondary schools in the City, and earned a bachelor of arts in journalism at the University of Minnesota in 1947. He was a reporter, editor and owner-publisher of newspapers for approximately 20 years and he has been engaged in public relations and publicity work for the past seven years while employed by the United States Department of the Army, the First National Bank of Minneapolis and by the College of St. Thomas. Mr. Lawson interviewed newspaper personnel.

Some 180 man-hours were spent on the PCR evaluation project.

The Questionnaire and Format
For the Interviews

A three-page questionnaire was sent on Feb. 6, 1969 in a first class envelope

to 178 residents of the Summit--University area of St. Paul. By using a 1968 City Directory and a map of the area the staff was able to arrange for at least one questionnaire to be sent to a resident in each block. Another 191 questionnaires were sent in similar fashion to the heads of agencies, clubs, organizations, and churches which belong to the Summit--University Federation. Self-addressed and stamped envelopes were enclosed.

The questionnaire also served as a basis for the 42 interviews. A copy of the questionnaire was sent with a cover letter in advance of the interview to selected community leaders, businessmen, educators and students, newspaper reporters and editors who had written stories on police-community relations subjects, and to police officers who had been a part of the store front planning and work. To the latter group an additional page of questions was included.

In nine days, of the 369 questionnaires sent, 52 were returned, including 18 which were returned with extensive comments and in some cases attached addendums, 10 which were returned with short comments to most questions, and 24 which were returned with comments indicating little or no knowledge of the subject.

There were 18 questionnaires returned by the post office because of no occupant at the address or otherwise undeliverable factors.

The Cover Letter Sent to Those
With Whom an Interview Was Sought:

The attached questionnaire is being sent to a random sampling of people in the Summit-University neighborhood regarding the effectiveness of the Police-Community Relations office which is located at 739 Iglehart Avenue in St. Paul.

The Management Center at the College of St. Thomas has been asked to make this study for the St. Paul Police Department and the U. S. Department of Justice as another step in the City's overall Police-Community Relations program.

Because your opinions and viewpoints would be uniquely valuable to the study, I ask your cooperation in a special way. In the next few days a staff member at the College will call you to arrange an interview by phone or in person regarding the effectiveness of the Police-Community Relations program. He would like your thoughts on the general matters requested in the enclosed questionnaire plus what other areas of community relations you think would benefit the neighborhood and the city.

(Signed by Donald J. Leyden)

The Questionnaire

Explanatory

Since May 14, 1968 the St. Paul Police Department has staffed a Community Relations office which is located at 739 Iglehart Avenue within the North Central Voters League building. The purpose of the office and its program is to provide an opportunity for police to meet and discuss mutual problems with people in the Summit-University area and for residents of that area to advise the police representatives of the specific needs and concerns of the neighborhood.

The College of St. Thomas Management Center has been asked to determine how well the Police Community Relations Center has fulfilled its purpose. The Management Center will prepare a report for the U. S. Department of Justice on the effectiveness of the program after interviewing those closest to the Center during its first eight months of operation, after interviewing others in the area, and after evaluating this questionnaire which has been sent randomly to residents and merchants in the Summit-University neighborhood.

Do not sign the questionnaire unless you wish to do so. But please fill it out today, then simply mail it in the stamped envelope. If you have no knowledge of the Community Relations office or no opinions about police-community relations, please indicate so on the questionnaire and return in the envelope provided.

We appreciate your help and thank you for your cooperation.

(Signed by Donald J. Leyden)

A. Your own attitudes and opinions-

1. Your general reaction to the Police-Community Relations office which is located at 739 Iglehart Avenue.
(Space allowed for response after each question.)
2. How effective do you think it has been in serving as a two-way communications link between the people of this area and the police department?
3. Has your opinion regarding the St. Paul Police Department or its officers changed because of the work of the Community Relations office? Explain.
4. Have you ever visited the Community Relations office? Why?
5. Have you any examples of how the Community Relations Office has been successful?

6. Have you any examples of how the Community Relations office has failed in its purpose?
 7. Do you have suggestions regarding its future? Would you like it to continue?
 8. Do you feel that police response to community needs are being adequately met?
- B. What do you believe to be the opinion of others in the Summit-University area-
9. Regarding the Community Relations office.
 10. Do you feel that the people of the Summit-University area feel that the police are adequately responding to community needs?
 11. Do you think the people of the Summit-University area would like the Community Relations office to continue? If so, why? If not, why not?
 12. In general among the people of the Summit-University area, what do you believe to be the reputation of the St. Paul Police Department?
 - a. Before the establishment of the Community Relations office
 - b. Since
 - c. Has the Community Relations office affected this reputation?
 13. Use the back of this sheet to make any other comments or suggestions regarding the police-community relations in your area.

Addendum for police officials interviewed . . .

14. What changes if any would you recommend
 - a. for the office itself?
 - b. for the staffing?
 - c. for the hours?
 - d. for its administrative procedures?
 - e. for its policies?
15. What extensions or deletions of the Community Relations program would you recommend?
16. Any suggestions for utilizing other groups or individuals not on the force in the Community Relations unit?

Interview Background

In any survey of this type where a large part of the information will come from interviews, there are always more people to interview than there is time to interview. To determine the effectiveness of the PCR office, it was felt that any cross-section of the community should include residents, businessmen, educators and students, and leaders of organizations, clubs, churches within the area. Interviews in these areas were conducted by Mr. Leyden and Mr. Lanpher.

Mr. Lanpher interviewed individuals at the Urban League, Capitol Community services, Hallie Q. Brown Community House, the Loft Teen Age Center, 3M Training Center, St. Paul Opportunities Industrialization Center (OIC), N.A.A.C.P., Inner City Youth League, and the Human and Civil Rights Commission.

Mr. Leyden's interviews included ones with 9 police officers who had been closest to the program.

The survey team also agreed that value would accrue to the project by permitting a respondent voice of an informed and knowledgeable segment of the news gathering field. It was recognized that these persons are not residents of the SU area, are not police officers and, most probably, are not engaged in social betterment organization activity. Nonetheless, the views of a skilled group of observers of the scene and its problems should have validity.

Question # 1

General Reaction to PCR Office

Questionnaire Response

Whole range of responses: I think it's a good idea (2). Nice to know that I could go there sometime (2). It's OK. Good (3). Seems to be interested in and involved in the neighborhood. Concept is good. Creating better climate. Excellent idea and should continue (2). At least PD is trying. Establishing rapport with people. Glad to have it. Benefit to the community.

Responses from Interviews conducted by Mr. Leyden:

Those interviewed had mixed comments about their general reaction to the PCR office itself. Comments ranged from Never heard of it from several businessmen, to I know of it vaguely, I don't know much about it, It's a good idea and Most successful operation.

Police personnel interviewed, for the most part members of the planning or work of the PCR office, felt that although there were some obvious limitations to the program there was measureable achievement and that the office was a good idea and was fulfilling its mission. Some officers, however, were not convinced that it was achieving the success envisioned.

By Mr. Lanpher:

Concept is excellent. Program is not quite as effective as it could be. Step in the right direction . . . Its potential to change attitudes makes it worthwhile. Officers assigned seem to be acting in the interest of the community . . . I am still at a loss as to what the objective of the PCR is. Waste of time . . . the PCR cannot relate to the total community. Improperly placed. Since the office is located at 739 Iglehart, it for the most part is out

of the way where it can't do much harm in the community. Police department made a bad move when it listened to the establishment to set up the PCR and not involve the community at large.

By Mr. Lawson:

Police making an effort to establish contact . . . most of older generation apparently support it; younger group seems to consider it a "watch dog" operation.

Excellent idea to have a center located in the area . . . only way people are going to know one another.

Appears that ideas motivating PCR are very good . . . needs are so strong, that either this group or some such organization is a must.

Have heard nothing about its success or failure and this is bad . . . may mean PCR is not important in the minds of area residents . . . Generally, any kind of relationship program is good.

Comments of staff member Mr. Leyden:

24 of the 52 questionnaires returned in the nine days expressed little or no knowledge of the office . . . Even some of those interviewed had little or no knowledge of its operation. The vast majority who did respond or reply to the question reacted favorably to the PCR office.

Mr. Lanpher: General reaction to the existence of the PCR in the Summit-University area ran from an enthusiastic attitude to a negative attitude. One somewhat common criticism was that the community at large was not involved in the planning of the PCR.

Mr. Lawson: Opinion of the interviewees is supportive without being enthusiastic. All appeared to assess effectiveness of PCR office in terms

of feed back from their contacts in the community.

Question # 2

How effective as two-way communications link?

Responses from Questionnaire

Among them: Closer accessibility of the police has been important. It has served well. Not very effective, people too distrusting. Good link. Not especially effective. Not tremendous, but better than nothing. It's one way communication, for informers. If the PD needs it, it's OK with me. It's a start. Somewhat effective but should get even more officers before the clubs and organizations--should establish forums sponsored by PD to make better two-way link. Quite satisfactory. The dialogue consists of listening too. Effect minimal. PCR officers have made valiant effort to be out in the community and have met and talked with many people who would not have known they could be friends with police. About 60% effective and needs to be used much more. Could be better. Very good. Excellent. I believe they have handled the situation perfectly so far.

Responses from Interviews

Leyden: Perhaps it is working well in community but not working well for school needs--the officers are good men but are not always capable of handling 10-15 transients in our schools. The PCR officers are helping to destroy the "lousy cops" image at our school when we have seen them. It is most effective in working with the young. More contact needed. Door to door if necessary. They are proving that police are people just like the rest of us.

Among the officers involved in the program most felt that the two-way

link was being established. One had reservations about its effectiveness. Most felt many new links of communications were being developed and, although a slow process, it is worthwhile and is already bearing fruit.

Lanpher: Community is better off with this center in the area . . . Majority of people, if surveyed, would think it is good. Center is good with regard to its being there to handle problems . . . It loses its effectiveness because its men must go through channels to handle problems. Center established no rapport with the community, just certain elements of the community. Represents the police department rather than a unit between the community and the police. One important point was that the officers assigned to PCR went to community meetings as individuals and not as official police representatives.

Lawson: Factions developed around personalities in early staffing of PCR center . . . feelings of opposition, based upon these loyalties, continue and, probably, are detrimental to the continuing effort to keep open communication lines.

For those who are reached, there seems to be some positive effect.

Have no specific knowledge of communication effectiveness but have heard nothing adverse to suggest that a dialogue between police and community does not exist.

Yes, it is serving as an effective link . . . The community wants not only a communication center but also improvement of police service . . . delay in answering calls and other provoking lapses on the part of police still continue. If not remedied, this apathy will nullify the good engendered by opening doors for two-way communication.

Comments of Staff

Leyden: Measuring the effectiveness of the PCR program does not lend itself

to any graphic representation. The staff members who had spent time in the PCR office and conducted the interviews feel that indeed there is a new dimension of communication being developed by the PCR staff. It is not a question of whether new links are being established^(they are), but to what degree and to what segment which would otherwise not be reached. Much of its effectiveness is short-range but its greatest value will be over the long run.

Lanpher: Of the 16 persons interviewed, nine do not think the PCR has been an effective communications link between the community and the PD while four persons think it has been effective and three did not comment.

Lawson: Qualified agreement that the program is effective in maintaining two-way communication. Objections and criticisms voiced may be considered not highly significant with the possible exception of the final response. Here, the respondent foresaw danger to the communications effort resulting from doing nothingness in other police service areas.

Question # 3

Has your opinion re St. Paul PD or its officers
changed because of the PCR office?

Responses from Questionnaire

Some of the teens' attitudes have mellowed. I have never thought other than good about the police (5). No, most officers have a hard time getting rid of prejudices. Yes, due primarily to increased contact. No (2). Probably has as great an effect on the dept. as on the community in changing opinions. Yes, PCR officers have talked to the children and explained the work of the PD . . . the children were pleased and well informed . . . they now know that the policeman is on their side . . . more of this is in order. Opinions are changing

for the better since the office opened . . . the fact that minority groups are on the force helps the opinion. Not in the least . . . very little of the sensitivity considerations for minorities has sifted to the community as a result of the PCR office. Yes . . . prior to the opening of the office I felt the PD was going along old, rigid lines, but in this move and in their concerns they have demonstrated in the community that much has been done to dispel the old concept. Yes . . . the police are getting to know us and our problems. Somewhat. Yes, my opinion of the department is better.

Responses from Interviews

Leyden: Yes, for the better when you put good officers like you have in it.

Changes are being made because of efforts (or accident) on all fronts . . . the white officer who was shot last summer who had two adopted Negro sons caused quite an impact which they still ponder. Most others who responded said their opinions regarding the police were always high.

Lanpher: I am on the side of law and order and justice . . . My attitude toward the police has always been friendly. My attitude has not been changed by the work of the PCR as it has always been a positive one toward the police. The PD, I think, responds to people as it would respond to criminals. Some police officers are open to discussion; others are hostile and insensitive to minority problems. No one has stopped by to discuss my problems . . . It took a week to come and investigate a reported crime and the PCR did not follow up. Officers try to enforce their own prejudices. The PD has little rapport with the community and little understanding of the people. I find the minds of police officers more closed than I previously imagined.

Lawson: Yes. I believe they (St. Paul Police Department and officers) have made some headway.

The PCR office program shows evidence of good planning and recognition of existing problems.

Based on what I have learned, my impression of the men in PCR is that they are sincere and trying to do a good job.

No . . . There's been no evidence that I've found of an impact made by police in the PCR effort.

Comments of Staff

Leyden: It seems quite evident that there is no indication that the PCR officers have in any way harmed the reputation of the St. Paul Police Department and have, on the contrary, had much to do with some degree of improvement among those whose opinions of the department were not good. They have also fortified the high opinions of the police previously held by many of the people. Again, it appears that it is the little things that count with people and the direct contact with police that they have had or have read about which, like some mosaic, fits together for some composite picture. The staff definitely feels PCR that while the/staff is small, it is having its effect for the good in the community.

Lanpher: Three persons reported that they have always had a friendly attitude toward the police. Several expressing negative comments found the police to have racist attitudes. Two persons commented that the PD did not contact the PCR when two minors were picked up on charges of purse-snatching and brought them to the victim for possible identification rather than inform their parents first.

Lawson: Three of the four respondents were impressed favorably by the sincerity of purpose in establishing the PCR office. The fourth appears to

reflect an absence, in his experience, of a large-scale or wave-like expression of support on the part of the community served. This address to the question may be discounted to some degree as irrelevant in the opinion of this staff interviewer.

Question # 4

Have you visited the PCR office? Why?

Responses from Questionnaire

Eight of the questionnaires which were returned indicated, for a variety of reasons, that the respondee had visited the PCR office. One said no, but should have . . . never got around to it.

Responses from Interviews

Leyden: Other than police who were interviewed, only three of those interviewed had visited the office although several (particularly educators) have said they had occasion to call the office for one reason or another.

Lanpher: I have visited many times, both casually and when working on projects. Many times while working with the assigned officers to set up the office and taking persons to present complaints at the PCR. Yes . . . I was interested in offering my support, criticism and suggestions and because it is part of my job. No . . . They have nothing to offer. Several times I was in the NCVL building but not in the PCR office. Yes . . . I visited the office to get the assistance of the officers in finding a missing girl.

Lawson: No. I've had no occasion as a news reporter.

Yes. I interviewed the men and wrote an article on PCR for my publication.

Not personally.

Yes. I covered the opening of the office and did later stories on its operation.

Comments of Staff

Leyden: There were mixed responses as to why those interviewed had not visited the office. Answers ranged from "I had no need to" to reasons having to do with its location. The office, which is located in the North Central Voters League building had much more traffic during the summer when there were OEO offices in the building. With their exodus a great deal of the normal traffic was removed. It appears that if other offices are located in the building during the coming summer it would be wise to keep the PCR offices there. Otherwise, there would be merit in moving to some facility which has greater exposure to people who would have other reasons to be in the building. Iglehart Avenue is three blocks north of Selby which is by far the street where the action is. Some who were questioned felt it should be closer to Dale and Selby. The office itself seems not only adequate for its purpose but it is the right size and conveys the right "tone" for its mission.

Lanpher: Those persons who responded yes (7) went to the PCR to use its services or to learn more about it. Those persons who responded no (9) appeared to have no need for the services but they did know of its existence.

Lawson: None.

Question #5

Have you any examples of how the PCR office has been successful?

Responses from Questionnaires

Their presence there is nice to know. They have been cooperative in response to calls (2). They have referred problems outside their jurisdiction to the proper agencies or offices. They have mingled with the youth of the community...have talked with senior citizens...have made themselves available to these people laden with fear...they have been able to provide some resources in two different programs about which we contacted them. Eleven said no; one added that this did not mean there was no success.

Responses from Interviews

Leyden: Most had impressions that specific examples, like degree of effectiveness, were difficult to pinpoint. Successful as long as no arrests are called for. I have been very satisfied...Officers have come to the school and been effective in handling several situations. I have seen an altercation settled in a store by the PCR officers. Have heard of Central high incident where the PCR officers have helped calm the situation.

From police--Saw the PCR officers at the Stem Hall disturbance work effectively. Great job at the Stem Hall by the PCR officers, I saw them in action. Three of the officers on the PCR unit also felt that the Stem Hall disturbance and the subsequent shift in the scene to the neighborhood was the best example on a large scale as to the effectiveness of such a unit. To them, what was a bad situation could have been considerably worse but for the contacts and the mobility of the PCR officers who were involved in the disturbance and its three-day aftermath.

Lanpher: Not really...it is limited...Whole thing is a matter of contact with the people...The problems have not been such that the PCR could show its effectiveness. Provides a relationship with white officers in other than a police situation. Some officers have been able to gain insight to the Summit and University community by being assigned to the PCR. No pluses that I can recall...I have one report of the police taking a group of kids to Oxford playground. It is my understanding that the PCR participated in solving some problems at Seaton Residence in which black youngsters were involved. Successful in what? No...Because I have not been interested enough to find out.

Lawson: It has made some progress with the Inner City Youth League...approvals for street dances and other instances of cooperative service appear to have helped its image. When the idea first was proposed, the vast majority of citizens in the black community was very pleased...there may have been some erosion of this attitude as time wore on; very difficult to assess. Sergeant Mann described several incidents where he and his co-workers intervened in arrest where there was hostility between officers and arrested subjects...having more rapport with the citizens, the PCR men were able to establish more calm and put down fears on the part of parties on either side of the situation. Don't know of any specific examples.

Comments of Staff

Leyden: The Stem Hall disturbance and several examples at Central high school were most often cited as examples where a single incident drew attention to the work of the PCR officers. Lesser incidents were occasionally mentioned. Most of those interviewed felt that the value of the PCR unit was most often going to be felt in more subtle ways. Success in areas outside the spotlight was going to be more

difficult to measure and pinpoint. This staff member who accompanied PCR officers in the community on one occasion and who spent several other hours in the PCR office observing their work was impressed by the knowledge they had of the community, by the familiarity they had with their jobs, by the pleasant manner they exhibited with visitors to the office, and by the acceptance exhibited by the people whom we met and visited with during several stops made in the area.

Lanpher: Several persons interviewed cited examples of good performances by the PCR officers in their relationship and involvement in the community. One community house staff member worked successfully with the PCR during the Central high school issue. Others responded by saying they had no guage to measure the effectiveness of the PCR. In my opinion, it is very difficult to evaluate the effectiveness of an organization which deals exclusively with the problems of human beings.

Lawson: The first and third responses are positive and indicate knowledge of community reaction, as opposed to personally-reflected assessment, of successes in the program. This is significant in that some testimonials of accomplishment on the part of the officers is getting out from the served (SU) area to the city community at large.

Question #6

Have you any examples of how the PCR office has failed in its purpose?

Responses from Questionnaires

Of those who responded to this question, 19 answered No. Two said that they had heard of failures but did not elaborate. Two others responded: I feel that the police are doing the best job possible under current circumstances. One said that after initial contact police failed to maintain continuing and visible contact.

Responses from Interviews

Leyden: The Central high incidents would have been better without any police... They weren't needed (from a student). No specific failures of PCR office reported. Should be more colored officers on the force and into this kind of work.

Lanpher: I haven't seen much publicity nor do I know that they go into the neighborhood to develop friendships. The Stem Hall incident and the Central high confrontation are examples... The PCR officers were involved in both issues as policemen rather than community relations specialists. They seem not to have developed any real programs to benefit the community. Yes...It has provided another podium for the "power structure" to peddle its new line. Understaffed and not enough time to critically evaluate the program.

Lawson: Only by deduction...the crime rate in the area continues to rise... indications are that the program is not effectively reaching elements which are at the root of the crime problem. According to some rumors and to the Black press, they (PCR staff officers) often not available when needed...others feel they bow to department authority to the sacrifice of area citizens. No knowledge of specific

incidents. Yes...There is evidence that the PCR office is a watch dog operation... Headquarters has, on occasion, called the Center, alerting officers on duty to keep an eye on certain individuals and developments within the community.

Comments of Staff

Lawson: The first response is not significant, given the short period of time PCR has operated and the enormity of its task. Responses 2 and 4 have relevance, suggesting that residents of the community should be made aware of the overall function of police service. If a general attitude is developing in the community, reflecting the mistaken belief that it will not be subject to general application of established law enforcement procedures, it should be dispelled. Permitting such an attitude to remain uncorrected not only will further hamper legitimate police activity but also will tend to wall off or further "ghetto-ize" the community area.

Question #7

Do you have any suggestions regarding its future?

Would you like it to continue?

Responses from Questionnaires

Regarding its future: We hope it can stay and be used to train police as well as help people. More work in Jr. and Sr. high schools to do more preventative work...Also constant work of publicity...possibility of creating a police athletic league in the area. Would certainly like for the program to continue. The office would be sure that it is not a propaganda mill but that it is also a listening post. More public relations to the community by forums, flyers, an open house, periodic newsletters. Should continue but not at its present location. Expand with more and more acceptable personnel. Yes, continue with good listeners who will aggressively

go after answers to questions...do not make the office a pipeline for informers to go downtown, but both ways...Get officers who are discreet in what they say about what they learn from the community and honest about what they tell the community. Greater attempt should be made to be in closer contact with the hard core youth... probably move from its present office to Dale and Concordia or Selby and Dale. Expand staff...greater public relations needed... expand number of hours office is open...get staff out where people are, at more meetings.

Only one respondent recommended that the office be discontinued. All others stated or implied that it should continue.

Responses from Interviews

Leyden: Without exception those interviewed would like to see the office continue. Some, especially police officers interviewed, recommended establishing other store front offices in other parts of the city.

Lanpher: I would like to see a meaningful recruitment to get more blacks on the police force. It should continue if it is proven meaningful. Needs a more comprehensive program to attract potential black police officers. A specific program must be worked out to include feedback to the police department to change questionable police practices. I assume they will eventually close it themselves...It has to become more involved in the community...i.e., curfew, improvement of lighting, etc.

Lawson: Yes...but improved police service to the area should support the Center effort...this support is not largely in evidence now although it is apparent that the PCR officers are very sincere...suggestions and recommendations coming either from these officers themselves or through them from community residents are not being

followed through on by Headquarters and the administration. Yes... There is a need for even deeper community involvement on the part of the police... provide police officers with time off or special duty arrangements to permit their coaching teams, conducting tours and the like. This kind of commitment on the part of the police department would do much to break down the influence of hard core dissidents on the younger general population. It also could have beneficial effect in stimulating supportive attitudes and activity on the part of the older population. Something of this type must continue... in order to be truly effective, they (PCR staff) must have the complete support, sympathy and understanding of the entire police department. Every attempt should be made to improve relations between the police and community... Yes, it should continue but it should be done well, employing the best available in planning, staffing, organization and methods... Evidence of half-hearted commitment to the program on the part of the administration is only defeating the effort and, probably, making the whole problem a lot worse.

Comments of Staff

Leyden: See recommendations at conclusion of report.

Lanpher: Eight of the people interviewed wanted the PCR to continue if it can improve and broaden its program and relate better to community problems. Three expressed no to the question; three had mixed feelings and two had no comments.

Lawson: These answers are an endorsement of the PCR idea and are reflective of need for improvement of operations. Cited or implied is the existence of a gap between the office operation and headquarters administration. Whether this is an actuality or not, it argues strongly for expanded organization work in the community area.

Question # 8

Do you feel that police response to community needs are being adequately met?

Responses from Questionnaires

Of those who responded to the question, 8 said no, 2 said absolutely not, 6 said yes, and others made such comments as: Doing as much as they can within manpower limits. They have a long way to go. No, the criminal element is too large. There are not enough police. There is slow response.

Responses from Interviews

Leyden: Most felt that the police department was performing as well as could be expected, although some had examples where slow response was not meeting the needs of the community.

Lanpher: It depends on who you are or what you are as to the way in which you are treated. Definitely not...Stop and frisk practices have gone beyond the limits of the ordinance. Police protection is inadequate but budgets limit effectiveness. Improved over the last ten years...The Chief is more receptive and more open-minded and it filters down to the men. No...Failure to enforce the curfew... Also a "so what" attitude or "what can we do" attitude. No group is adequately meeting the needs of the community as they are too fragmented.

Lawson: No...There has been no change in the overall response of police to the problems of the community in terms of service, answering complaints and some demonstrated attitudes of officers (not PCR staff) in dealing with citizens. No... It goes back to the old complaint that there is neither sympathy nor understanding generally in the police department with the problems of area residents. Don't know... have no valid reports from community sources to make a judgement possible. No...

Reported instances of slow, apathetic and indifferent police service to area residents who legitimately require it indicate there has been very little change on the part of the administration in responding to community needs.

Comments of Staff

Leyden: It is obvious that many people consider the time it takes for the police to respond to a call as the most important factor in determining how well their needs are being met. To others the mere presence of officers in the area is assurance that the needs are satisfactorily met. And to some, excess of police patrolling the area is overkill and unnecessary. This is a moot question.

Lanpher: Eleven of the people interviewed feel that police response to community needs are not adequate. One popular complaint is the failure of the police to respond immediately to an appeal for help.

Lawson: The three "no" responses were emphatic. They suggest that there is a short circuit somewhere between the PCR office and the administrative operational level of the department which is damaging the PCR effort.

Question #9

What do you believe to be the opinion of others in the Summit-University area regarding the Community Relations Office?

Responses from Questionnaires

Of the people who know of it, 80% think it is helping us. I posed this question to a number of residents before filling out this questionnaire and found that they knew little or nothing about the office. Skeptical and favorable. Favorable (2).

I am not sure. Most of the people I know shy away from police. Many uninformed

about the office. Some hate all authority and have numerous supporters both in the Negro and White community. They seem to think that the kids are now running the show, and that's bad. People want a good PCR office with power to report to the community. People are taking a wait-see stance. Not very interested.

Many stated they did not know what others thought or left the question unanswered.

Responses from Interviews

Leyden: Most people hesitated to speak for others. A few suggested that more people should know it exists. This would take promotion and publicity regarding the program and much more exposure to people. Several suggested that door-to-door approaches might be more effective than the appearances at public meetings where the same people gather. While they get to know of the PCR presence in the community, so many more who are not joiners know little or nothing about it.

Lanpher: For some it serves the purpose...Juvenciles distrust it...Part of the white power structure. Deprived people think the police are out to get them...Attitudes toward the police are more favorable as the social class goes up. Most are apathetic about the PCR because it has not made itself felt...This is because it hasn't had the chance. Original opinion was that the PCR was set up as an informer role...Now the attitudes are that the officers are just policemen in a police role, not a community role. What do we need it for?...it is not doing anything. If a poll were taken, it would reveal that most people favor it. Others have said it is a good idea and would like it to continue.

Lawson: Formed no opinion...judging from limited observation and information, it is thought of favorably in general. I've heard no static from my contacts in the

community...this is significant because I do get complaints on other matters. More negative than positive. The key word is tokenism...They (community residents) are sick and tired of tokenism...many view the PCR office as just another insincere action on the part of the police.

Comments of Staff

Leyden: The fact that so few either responded to the question or otherwise indicated that they really weren't sure what others felt about the PCR office, indicates that it is not as well known to the majority of the residents as one would hope. PCR is apparently not a household term. To be sure, those that knew of it seemed to grasp its role well. But there are not enough of them among the grass roots. To reach more people a variety of means could be employed: extension and improvement of the present policy of attending community meetings; establishment of a door-to-door, meet-the-people effort; the production of a suitable flyer which would be passed out or mailed to the people explaining its program; and definitely more publicity in the local press and various newspapers serving the area. Several suggested continuing programs and seminars or speeches with top police officials as well as the PCR officers on the program. Not to be overlooked is a continuing effort to be interviewed for columns in newspapers, features (the impact of the officer who adopted two Negro children was referred to by several), radio and TV exposure with all stratas of officers involved. Most people were aware of the police speakers' bureau and recommended that it be expanded, improved and extended as a splendid means of bringing officers in contact with people and people in contact with officers in other-than-trouble situations. One of the oldest rules of community relations and publicity programs is that because you have once said something there

is no assurance that it was heard, and even though it was once heard there is no assurance that it is remembered. Community relations is a never-ending effort with much repetition involved.

Lanpher: Of the 16 persons interviewed, three believed Summit-University residents had a favorable attitude toward the PCR while seven believed the residents have a mistrust or apathy to the PCR. Others made no comments. It seems that if the objectives and services of the PCR were again made known to the Summit-University community, both adult and juvenile, the negative attitude toward the PCR would decrease.

Lawson: This is a mixed bag; perhaps, reflecting a spectrum of opinion. It may be significant that none of the respondents had heard any enthusiastic endorsement of the PCR program. Earlier, they were generally agreed on the point of the program's worth.

Question #10

Do you feel that the people of the Summit-University area feel that the police are adequately responding to community needs?

Responses from Questionnaires

Among the responses were 7 outright No's and 4 Yes answers. Others ranged from recommendations for more police, to patrolling by unidentified cruisers. Others wrote: since we have these offices more people feel better about the police who do the best they can. People want a safe community to live in and unfortunately most people live in abject fear...an aggressive community-police program could make some visible and marked changes. Curfew enforcement among the junior and senior

high students is needed...however, I am aware of the parental interest and number of police patrols which would be needed for this. You must be kidding...when there is no safety for the residents from either the criminals or police then there is no response to needs.

Responses from Interviews

Leyden: The overwhelming number of interviewees had highest regard for individual members of the police force and for the department. Among the responses: Police have always been cooperative and efficient when I had need of them. People are turning to police for the protection which they need in all areas. We have a corps of young police who are doing a splendid job...I feel the protection is adequate under the circumstances. Police have always given good service when I have had need for them in my business. Every policeman who's been in my place has been a gentleman and a capable officer. Police are handicapped by the courts, in some cases their hands are tied. Should be more patrolling and beat patrolmen walking the areas. Too many young people don't like police because they are part of the establishment... my friends regard police in varying ways, the full range...most police do their job.

Lanpher: They are not...the militant feel the police are bad and not equitable in their treatment...the conservatives feel the police do not respond to their needs as they are slow to investigate reports. No...police protection is inadequate... merchants have closed their shops...swift arrest, swift trial and swift sentence are lacking. Hard to answer...people complain but is the complaint justifiable... police are limited in what they can do. Police are over-reacting to community needs. No...people are suspicious and feel they are not getting the service other communities receive. No...a credibility gap situation exists. No...at public meetings

people said no vociferously. By and large people feel there are enough police... they don't want a show of power...there is a tendency to coddle people...be strict and make a case.

Lawson: No...the department, as a whole, is not adequately responsive...PCR is not necessarily included in this. No...goes back to the obvious lack of communication in the department, itself...either the PCR message isn't getting to the right place at headquarters or it is being ignored. No opinion...evidence of their complaints of lack of general service suggests that they (police) are not responding adequately. I have no assessment to make here...too soon to tell accurately.

Comments of Staff

Leyden: This was a broad question designed to bring out comments about the instances where the police may not have responded to community needs. Few instances were given by those who gave answers to the question. When they did it most often related the time lapse between the call and the arrival. Seldom did responsees comment on the techniques used by officers in handling the situation once they were there.

Lanpher: None of the 16 persons interviewed expressed a positive statement that the people in the Summit-University area believed the police department was responding to their needs. Nine responded no to the question and gave a rather broad range of answers to support their opinions. Three expressed no opinion. Four give qualified answers that indicated an understanding of the problems faced by the PD. One person responded that he had heard no negative comments from the residents.

Lawson: Majority response indicates serious doubt that needs are being met.

Note: Respondents were more cautious in answering questions in Section B. One agreed that it (represented in questions 9 through 12) is uncertain ground. As reporters, all are accustomed to drawing conclusions dispassionately from what is actually or apparently said or done. Their training causes them to back away from any pressure to assess or interpret beliefs and reactions of other persons to given events.

Question #11

Do you think the people of the Summit-University area would like the Community Relations Office to continue?

Responses from Questionnaires

Of those who answered the question, 14 answered Yes, 5 wrote they didn't know, 2 wrote they didn't care. No one said No. Among the other comments: Not certain, but yes, because the need for dialogue must be met... Openly maybe the police department feels it has not accomplished much, but as in the work of the Church, we cannot always be sure... I don't feel this should be judged on the basis of some sort of success measurement... re-evaluation and self-evaluation is essential. As a platform for some who are more vocal and more demanding than the average area resident, its usefulness to the whole community is questionable... I prefer to see funds channeled into providing more police personnel. Yes, but with increased staff... police protection is at a premium and too many incidents occur where protection is too late or non-existent.

Responses from Interviews

Leyden: Most interviewees feel that the PCR office has been a worthwhile experiment and they feel that it should continue.

Lanpher: I think the people would like to see a program which is results oriented, a program that would change police practices. Yes...If the PCR functions as a community oriented body rather than a police oriented body. If good rapport were set up and humanness displayed by the PCR it should continue. Yes...because there is a degree of hope that community relations can be continued. People think the place is needed to provide a communications link between the community and the PD. I would imagine there are some who want it to continue, some who don't want it, and some who don't care one way or the other. Yes...the people continue to expect "good things" from the "power structure."

Lawson: Can't make a generalization...you'd think they (SU area residents) would. Definitely...other neighborhoods of low income residents also are interested and have asked for their own centers. Don't know...doubt that the people want it out of there. Yes...They need some favorable identity or relationship with the police department.

Comments of Staff

Leyden: Unlike a factory which can measure its production, the PCR office has no easily identifiable product. The good will, understanding, and communications links it hopes to establish and improve upon are not accomplished overnight. In the final analysis the superior officers of the department must take all things into consideration when determining whether to continue the PCR office. From my vantage point most people interviewed want it to continue.

Lanpher: Most of those interviewed gave positive answers in their opinion of the feelings of the community. It is believed that most residents want the PCR to continue and its success lies in its ability to make more residents aware of it, point out some of its accomplishments and assign the right officers to head it.

Lawson: The concensus is positive rather than negative.

Question #12

In general among the people of the S-U area, what do you believe to be the reputation of the St. Paul Police Department? Before PCR? Since? PCR effect?

Responses from Questionnaires

A variety of responses from those who answered, including:

There is better understanding but much more work to be done. Somewhat improved. Police Department is completely insensitive to the black community...based on close involvement with the community and personal conversations with the chief and other personnel of the department. Better than before. Somewhat better. Disliked and distrusted...with little change. Good police force. PCR has helped (4). No (2). Not in the least. Slightly.

Responses from Interviews

Leyden: The majority of people interviewed held the St. Paul Police Department in high regard. Several cited examples of individual policemen helping attain this reputation by doing outstanding jobs. Occasionally the reverse was offered as an example of how the conduct or attitude of one officer caused the reputation of the whole department to diminish. Again, it was a case of the whole being composed of the sum of all its parts. One student offered: My whole family are really for the

police department...They don't want a community without good police...It must be tough to be a policeman with the kick the students are on against the white establishment.

Lanpher: Majority of persons feel they are treated as second class citizens... existence of the PCR has not changed attitudes markedly. No difference before or after the establishment of the PCR...There is indifference to crime and conditions in the community. Attitudes toward the police department will not be changed in a year. Attitudes toward the police department of what I call solid citizens have not changed. People say they are not receiving a fair shake from the police. It took years to build the attitudes toward the police held by the community...It will take years to change again.

Lawson: Part a. - Respondents either said "don't know" or indicated they had insufficient information to make judgement.

Part b. - Poor...there's been no change...harassment continues. Poor... most area residents have adopted a "wait and see" posture; they want to see some action...people still are being hit over the head for two dollars and, in other ways, the area remains in the grip of criminals...situation is worsening; elderly people living in the high rise developments are afraid to move about in the area...they have no protection. (Two respondents said "don't know", relating to their same responses in Part a.)

Part c. - Those who answered Part b. as "poor" failed to see relevance to Part c., although they implied that the PCR office was not responsible for any worsening of the area situation.

Comments of Staff

Leyden: Emphasized by most was the importance of paying attention to the small things. Statements from the public safety building officials have less effect on the public than the greeting from a policeman on the street corner or the way a traffic ticket is issued. The opinions which people have about the department do change for the better or for the worse, depending upon the most recent contact with police. People have long memories for unpleasant incidents. Because they take police protection for granted, they seldom add up the plus column. Most people appreciate the difficulties of being a policeman today. The national crime pattern, disturbances, unrest and general tenor of the times all complicate police work. Most people concede this. In discussing how the St. Paul Police Department stacks up with what they know about law enforcement, most people consider the reputation high, and deservedly so.

Lanpher: Eight of the persons interviewed believe the PD to be held in low esteem by the community. The residents are suspicious of police. Five gave qualified answers and three made no comments. One comment which was made several times is that it will take a long time to change the attitudes of the community.

Lawson: Some inconsistency is evident in the responses of the two interviewees who answered Part b. with a "poor" assessment. Neither made a judgement on Part a.

Question #13

Any other comments or suggestions regarding Police-Community Relations in your area?

Responses from Questionnaires

This became pandora's box for the variety of replies: Police are doing the best they

can under the double handicap of limited manpower and Negro intransigence. Some days you can't see a policeman, then it seems like the whole force is in the area. We feel all police need to serve and have some training in the community relations office. Because of the credibility gap there must be visible evidence that there is concern for the S-U area so that the people here can have some sense of hope. More education for youth on the total nature of police work...even to have youth ride in the squad car or listen in on corrections interviews.

Police Department must enforce the law impartially...police overlook too much... the community, both black and white, will accept any man whom they feel will give them an honest, fair shake...We have too many today who have lost the respect of the citizens because of their actions in the S-U area. Regarding Stem. Hall...When we need a cop to control the kids we get community relations; when we need a cop to control the cops we get assurances that the police were restrained and to be complimented...baloney.

One woman wrote: I think the public opinion of the St. Paul Police Department would be raised considerably by the arrest and successful prosecution of those who attempt to cause turmoil in the community and those criminals who make it a dangerous and unwelcome adventure just to mail a letter at anytime, day or night. When justice is done and all are treated equally in our courts our police will not need to worry about public opinion.

Another wrote: The people must become angry enough to make some strong show in protecting our interests in this neighborhood and let the troublemakers toe the line instead of the rest of us being bullied by the few...Teach us how!

Responses from Interviews

Leyden: One high school student said: If it gets to the point where they need ten times the number of police, let them have them...programs must be worked out with schools with a policeman coming to every class to tell us about law enforcement...young people do not consider careers in law enforcement, the image is bad, the job too tough, you're considered Uncle Tom, joining the establishment...yet without a good police force what kind of community will we have in the future?

One businessman suggested: Put more policemen in the area; we can't afford it financially, but we can't afford not to either. Alert and awaken the 95% who are good people to help in putting this community back on its feet...We are overly protective to those under 21...When the politicians and courts cease giving selective treatment to certain groups, law can be administered equally to all.

Another businessman: police service has been excellent whenever I have had reason to call them. Another said: Police officers must remember to treat people with courtesy and fairness--and quickly...Keep young men on the force and keep them enthusiastic for law enforcement work...Our police are better trained than other departments I've seen.

Lanpher: I am more concerned about changing practices of the PD rather than the attitudes of the police...A good PCR would provide ways to change police practices. PCR knows the level of education in the inner-city schools and the inequities in the neighborhood...Sensitivity workshops should be run by the PD on a down to earth basis where many persons can talk to the police to give them a better understanding of how the S-U resident thinks...this would go a long way to strengthen relations between the people and the police. Wish more than patrolmen would come into the neighborhood. Chief of Police and the Commissioner of Public Safety must learn what

is going on in the black man's mind...Listen to the guy in the streets...this will produce a better understanding of how the PCR could improve its function. We should put time, energy and money into dealing with the causes that lead to driving men into the streets and not waste our resources on such "band aid" programs at the PCR... Probable solution to the problem would be beat patrolmen rather than car patrolmen... Get to know the people and their problems better. People in the ghetto can best be helped by becoming part of the action rather than part of the scene. PCR should be closer to Selby-Dale...would be a deterrent to crime. The majority of the people in the black community want the same type of police protection as any other community regardless of socio-economic level.

Lawson: Only one of four respondents commented:

The NAACP said it will try to apprehend criminals...I think they have succumbed to police pressure...we're told that 85 to 90 per cent of the community is good, law-abiding citizens. True, but the city's efforts to gain the cooperation of the whole area should be first class...hire the best people and call in as many elements as possible to make plans and determine procedures.

ADDENDUM FOR NINE POLICE INTERVIEWED

Question #14

What changes if any would you recommend for the office itself, for the staffing, for the hours, for its administrative procedures, for its policies?

Office

Most officers felt that the present facilities are adequate. They all felt that there was sufficient traffic in the NCVL building last year with the presence of other agencies. However, since these agencies are no longer there, the traffic has dwindled. Unless there is more action, some felt the location should be moved to a setting where there is more traffic.

Staffing

Most felt the present unit is adequate in size. Several thought the unit should be increased when manpower permits. Several also thought that if a clerk or community aid could be employed to answer the phone the officers could be out on the streets, door-to-door, in the schools and at the meeting places. All agreed that the kind of officers assigned to this work should be men who are first of all good police officers, men who can overcome their own prejudice or bias, men of unusual patience and self-discipline and maturity, and, above all, good listeners. The "I" type of person will not succeed. They felt that experienced men should be assigned to this type of work, and that some system of rotation should be employed to get new faces into the work and to get men from this unit back into regular police work. The latter was mentioned by many who felt that there is an internal relations factor with fellow police officers who occasionally feel the PCR officer drifts toward being a social worker and forgets his first role as a policeman.

Hours

There was unanimous agreement that in this type of program hours must be flexible and should be up to the officer in charge. In some peak periods of activity excessive hours may be required--as they were during the Stem Hall disturbances.

Administrative Procedures

While following established methods, the ground rules should remain quite loose. So much of this operation is "playing by ear." Above all, the procedures should not convey the idea that the PCR office is some intelligence agency planted in the community. The wrong system of requiring numerous reports on all movements lend support to the idea some people have that the PCR office is a Trojan Horse in their midst.

Policies

Policies, under supervision of the officer in charge, should be flexible. The officers should continue to wear the uniform at least once a week. The office should be kept posted from headquarters on crime developments in the neighborhood. Policies should be set up to get more door-to-door contact. Not all contact with people should be through the community leaders and their programs and meetings--some should be direct with the residents, wherever they are.

Most of the officers requested that more opportunities be made available for continuing training. Some admitted to little or none to equip them for work at the PCR office. They said they had to learn too many things the hard way.

Question # 15

What extensions or deletions of the PCR program would you recommend?

Among the comments -- We should branch into police-school liaison programs, get into the classrooms the same way health programs are handled. We should instigate a few "gimmick" programs where athletic teams are sponsored by the office -- with PCR T-shirts provided, pencils and badges or emblems distributed. Several suggested the production of a flyer or brochure which would outline the purposes, functions, and activities of the PCR unit.

The speakers' bureau should be employed to greatest extent. It should be expanded and improved to reach the number of requests made of it. Tours of the police department should continue to be arranged for all age groups.

Question # 16

Any suggestions for utilizing other groups or individuals not on the force in PCR unit?

Any members of the community, old and young, white or black, should be used to help the PCR office reach people. Officers should learn (and have learned) to work with existing agencies and schools to reach the young. Athletic programs should be established as settings in which young people and PCR officers can come into contact with each other. Coaches, recreation directors, and admired youth leaders of existing agencies should continue to be cultivated as friends of the PCR office.

RECOMMENDATIONS

By Mr. Leyden

* It appears that the officers who have been a part of the PCR office are aware of its shortcomings and its strengths. None saw the office as some miraculous solution to the area's problems. Each officer indicated a firm understanding of why the office was established. Each accomplishment, however small, was a step toward the elimination of ill-will toward the police and the establishment of good rapport with the people in the S-U area. It is my opinion that there have been some unusually effective men assigned to the office. They all seem eager to equip themselves better for their job by receiving as much training and experience as possible.

* A rotation system should definitely be employed in order to bring more officers into this type of work and to feed back into the police force itself PCR men whose experience could be shared with other officers. It is extremely important that the PCR unit be highly regarded within the entire force. Isolation will not help to reach this goal. Periodic programs sponsored by the PCR unit should be presented to other officers at roll call periods or in classroom situations and the unit should definitely be included in the staff instruction given to new policemen. The experience of the PCR unit is too valuable to go unshared.

* I am convinced that more publicity and promotion must be focused on the work of the unit. If this requires some modification of existing publicity policies of the department, then let them be made. Not only the S-U area, but the entire city should have more knowledge of this program.

* Eventually there should be other store front operations opened in the city. It is the closest we can come to establishing conditions comparable to officers-on-the-beat with their obvious rapport advantages.

* Every means available to make known the work of the police should be employed. Radio, TV and newspapers, with the platform they can provide, should be utilized even more than they are now. The brochure or flyer suggested by several should be designed and made available through free distribution. The PCR unit should extend its influence by using written as well as verbal forms of communications. Columns, editorial support, and features should be sought.

* The obvious drawbacks to a swamped speakers' bureau must be overcome. The better speakers should be relieved of other work which could be performed as well by others. Speaking talent is a rare commodity, but never before has it been so desperately needed as it is now in police work, not only in the S-U area, but throughout the City. Those who are first-rate speakers should be given every encouragement to accept speaking assignments. Ordinarily these assignments should not be considered extra work. A system of receiving an honorarium could well be considered within regulations whenever the assignment is extra duty or on off hours.

* Eventually a speakers' bureau brochure should be produced which would list topics and programs available. This brochure should be mailed to all agencies, churches and civic groups which would be likely users of programs on police work. Suitable publicity should make the speakers' bureau known and used.

* My short exposure of several weeks to the PCR unit does not qualify me for any expertise on its operation. But from my observations, from the study I made, and from the interviews I conducted both with the officers and others, I feel the PCR experiment has been successful, that it should be continued under close self-examination, and that the department could well consider opening other store front operations in other parts of the City. The times may well change when they are not needed, but for the present, PCR units are called for.

By Mr. Lanpher:

* The PCR should be located in its own building or store front in closer proximity to the problem areas and not share office space with another neighborhood agency. Then problems could be handled in a more confidential manner.

* Officers assigned to the PCR should get into the community more frequently to learn more about the social chemistry of the people.

* The Commissioner of Public Safety, the Chief of Police and other police officials should reach the people in the S-U area through dialogue and involvement in the community.

* Improve the public relations program to make the PCR objectives and services better known to the community. Examples: A brochure explaining the functions should be distributed to each home in the S-U area; an occasional story placed in all the neighborhood sections of the daily newspaper; place a story in the newspapers which have primarily black readership; hold another open house at the PCR and invite residents to visit.

* Sensitivity workshops should be conducted on a continuing basis. Newly assigned officers should receive sensitivity training before assignment in the S-U area. Some of the resource people for these workshops should be residents of the S-U area including juveniles. I suggest the Center for Urban Encounter be consulted in this matter.

* The PCR should sponsor athletic teams in an organized athletic league. Sponsorship would provide a vehicle to better understanding of policemen by the youths of the community.

* Off-duty police officers should direct athletic programs at playgrounds in several areas of the city, not just the S-U area.

* Develop a more effective program aimed at arousing the interest of black youths

in a police career. The PCR could tutor the candidates to enable them to pass the exams.

* People at the "grass roots" level should participate in planning new objectives and programs for the PCR.

By Mr. Lawson:

* Most striking in the content and tone of responses made by the newspaper reporters was the positive attitude of mistrust of the PD administration. Whether or not this is justified is beside the point. Of notable relevance is the fact that these respondents endorsed with praise the PCR idea and the individual operation of staff members. In doing so, they implied that these staff men are not being backed up by headquarters or "downtown," and that they are being used in the "watch dog" and "Trojan horse" sense.

Because of this impression and because I deduce that the respondents' attitudes reflect the fear, uncertainty and hostility of the community, I have two general recommendations:

* The Police Department should revise or "beef up" its present public relations effort serving the PCR intention. In addition to being available to speak at public meetings, the department and PCR will benefit from production and distribution of a brochure or booklet to residents of the area. It should tell the PCR story and make the point that social service in community relations is only a part of the police service function. Such a publication can be very effective in telling the "police side" of the story and can emphasize that police officers are citizens, fathers, husbands, sons, brothers, uncles and nephews with the same frustrations, problems and responsibilities as non-officer residents of the city.

* A follow-up of door-to-door visitation may be indicated, depending upon the response to the booklet. Note well that the booklet information must be honest and accurate or the radical dissident element will use it as a "bloody shirt" in public outcry.

* Get more and more space in the newspapers, particularly in the weeklies (Negro, religious, union), to tell the PCR story and buy or beg time on radio and television for the same purpose (interview programs, short addresses, discussions). Be prepared to offer forum time to respond to letters and comments of readers and auditors.

* Seek means to have the complaints and suspicions expressed by the community analysed and reported by a team of specialists. The tone of many area resident responses suggests lack of basic knowledge and, even, paranoid delusion. This evidence should not be dismissed as irrelevant. A qualified team of analysts, including police and area residents, may turn up some well-defined areas of meaningful deficiencies in community inter-relationships which can be minimized by changing procedures or, at least, explaining reasons for existing procedures. Further, the police need would be served if the research demonstrated that many of the complaints and fears expressed are groundless.

POLICY OF THE ST. PAUL POLICE DEPARTMENT

STATEMENT OF PURPOSE

The purpose of the Police-Community Relations Program shall be to offer an opportunity for police along with public and private agencies and individuals to recognize the needs, opportunities and responsibilities to work together for the common good, by:

1. Furthering the concept of law enforcement as a total community responsibility.
2. Providing the people and their police with a continuing opportunity to air their respective questions and complaints in open discussion towards a better understanding of the rights and responsibilities of each.
3. Offering the community an opportunity for understanding and supporting standards of police professionalism and enlisting the assistance of all citizens in achieving the highest standards of law enforcement.
4. Promoting and exchange of information which can help the Chief of Police evaluate through community responses the effectiveness and efficiency of the men serving under him.
5. Providing the law enforcement officer with a listening post to areas of tension in the community.
6. Offering the community an opportunity to advise its police representatives of its specific needs and concerns.
7. Carrying on positive, cooperative action programs in crime prevention at all levels of community involvement.

* * * * *

The following material is a Police-Community Relations Report submitted by the Officers assigned to the Police-Community Relations Office which covers the period March, 1968 through October, 1968. It is presented here as background to provide details on the work performed by that unit and to outline the functions, responsibilities, purposes, and goals of that program. How effective they were in the eyes and minds of the public they were designed to reach is the subject of the subsequent sections which report the results of the questionnaire sent to a sampling of the public and the selected interviews.

THE BEGINNING

The year 1968 is the year the St. Paul Police Department made an all-out effort to establish a workable Police Community Relations Program. Responsible Police Administrators became aware of the need to improve the relationships between the Police Officer on the street and the people they serve, the citizens of St. Paul. Police Community Relation, a National Priority Program designed to establish means of two way communication, was selected as the tool to accomplish this objective.

Police Community Relations Programs began when Police Administrators became aware of a widening gulf between the police and many alienated citizens of society. They saw alienated citizens looking at Police Officers as symbols of injustice in society, as not only law enforcers, but the law makers, judge, jury and Commission of Corrections. The first city to begin a Police Community Relations Program was St. Louis, Missouri, in 1956. Police Community Relations Programs then sprang up all over our nation. National studies of disorders and Police recommended that Police Departments should have Police Community Relations Programs which would enable Police Officers to become involved with citizens they serve.

The St. Paul Police Administration asked for Federal money with which to train 25 Officers in Police Community Relations. The money was granted. Our Department and the College of St. Thomas worked out a training course. This school began with 25 Officers, ranging in rank from Patrolman to Deputy Chiefs. The subjects taught in the Police Community Relations Course were Communication, Psychology, Sociology, Public Relations, Group Dynamics, Inter-Personal Relations. These subjects were taught so Officers could better understand society and its people. Many of the sessions were hot with many different views being expressed by the Officers involved. These discussion sessions aided in showing why we have difficulty trying to communicate with citizens. We could not find complete understanding among our own ranks. We were, however, able to seek understanding by talking with those who disagreed. This was very important and showed us the way to seek understanding from the citizens we serve--two way communication.

As a part of this class, two Officers were selected to take a study trip to the West Coast Bay area and get a first hand look at Police Community Relations Programs. Sergeant David Weida and Sergeant Morris Anderson were selected. The study covered San Francisco, Oakland and San Jose. It was found that each has a different program tailored to its own needs. On their return, Weida and Anderson, recommended that St. Paul, in order to establish a Program, must seek the aid of Community Leaders or the Program would not work.

THE FIRST PROBLEM

The St. Paul Police Department had no money with which to start a Police Community Relations Program. The Department was also faced with a man-power shortage. The program was, however, felt to be with merit and personnel were taken from Patrol and Staff Division. To test the validity of the Police Community Relations concept, the Department also received a small grant from a foundation with which to operate.

THE TARGET AREA

Because of the shortage of money and manpower, the Program could not go city-wide. So the target area of Summit and University was selected. It is the most densely populated area and has as its residents many lower income and alienated citizens and the highest crime rate in our city, 80% of our Negro population, and it was felt to be the area with the most open hostility towards the Police Officers.

In March of this year the Program began with a Police Community Relations Officer visiting Community Leaders. The reason was to determine if they felt Police Community Relations Programs could work. The response was good. One organization, T.C.O.I.C. and its Director, Mr. Donald Williams, organized a steering committee made up of a representative group to study a workable approach to Police Community Relations, possibly a Store Front Operation or Satellite Station, in the Summit and University area.

The first meeting it was decided that a Police Community Relations Office where citizens could come in and talk with a representative of the Department was a good idea. It was felt that possibly it should be located in one of the present Community Agencies. The meeting did not run smoothly because many questions were raised on Police Practices and no support was given to opening such an office.

The second meeting ran more smoothly and the Committee give its support to a Police Community Relations Office being located at North Central Voters League at 739 Iglehart. This agency is located in the heart of the Black Community. The Department then sought to get support from North Central Voters League.

A Police Community Relations Officer then made a presentation to the Board of Directors of N.C.V.L. and they agreed to make space available for a Police Community Relations Office.

On April 26, two orders were issued from the Chief of Police. One established a Community Relations Unit and named its responsibilities. The second assigned personnel. They were: Captain George Barkley, Commanding Officer; Sergeant Morris Anderson; Officer Theodore Hunziker and Officer James Mann. These Officers had already been working under special orders of

of the Chief of Police to get a Police Community Relations Program started.

On May 14, the Police Community Relations Program officially began in the Summit and University area with the opening of the Police Community Relations Office at 737 Iglehart within the North Central Voters League.

At an open house at the Police Community Relations Office Mayor Byrne and Chief McAuliffe were hosts. People from the community were invited to come and visit.

The story was carried on television, the city paper and local Community papers and handouts. The community response was favorable.

THE POLICE COMMUNITY RELATIONS OFFICE

The Police Community Relations Office is located at 739 Iglehart, within a Community Action Agency, North Central Voters League (N.C.V.L.). Also housed within this building are such programs as legal assistance, Teens in Action, Child Day Care Offices and Adult Education. The fact that so many programs are housed in the building gave our Police Community Relations Personnel a perfect opportunity to talk with people from the Community, whether they came to see them or not. This also made referrals much easier for them.

A visitor to our Police Community Relations Office did not have to worry about being identified by persons watching them enter the building as Police informants, because there could be a number of reasons for them to be entering the building and at first this was very wise because people when we first opened the office, felt we were spies and that we stored weapons in the Office. It took us about a week to finally stop this type of rumor by constantly visiting other Community Agencies.

Many of the visitors came to the Office with complaints about housing, rubbish removal, trash burning and children, etc. These complaints were referred to the Agency which could best handle them. The complaints against Police actions were written up and sent into the Administration. It was found that the majority of these complaints were unfounded and only called for explaining what took place and why it was done the way it was. In many cases it only took a brief explanation of Police manpower shortages to cover the majority of complaints, because the major complaint against the Police Department was the length of time it took for a squad to respond to a call.

The most interesting aspect of our Police Community Office was the fact that by far the most common reason for citizens of all ages to come into our Office was to simply visit. They liked the idea of having a place to come and talk to someone who would listen. They would talk about the community, crime, Police, baseball or anything else they felt like. In some cases, they would talk about a personal problem and ask for advise. This made our Office a popular place for many Community residents, because it was a place where someone would listen.

The Office visitor could also be given information on major Community problems. One such problem we tried to inform people about was the constant verbal abuse and baiting that the Police Officer has to put up with in the community and the fact that this type of harassment hurts the citizen more than it does the Police.

In summary, we tried to show that we were not an army of occupation, but a 24 hour a day, 7 day a week Agency of Government, which serves in the Community, an Agency involved in the Community's problems and trying to seek solutions along with citizens to make it a better place to live and work.

We are unable to measure the good or bad done by utilizing the Police Community Relations Office as a tool to communicate with people, but it has proven to be a popular device by many in the Community. The number of people to visit the Office cannot be measured, as no records are kept of visitors. We would, however, estimate that about 5 persons visit the Office each day. The reasons for the visit vary as widely as do Community Problems.

COMMUNITY PROBLEMS

One of the primary objectives of the Police-Community Relations Store Front was to make it possible for residents of the community to come into our office and discuss with a policeman, personal and community problems, both police and non-police in nature, on an informal basis.

The problems presented to us were of a wide variety. Many of the problems were a direct result of the socio-economic environment which many of the people are not psychologically fitted to cope with. This coupled with an unawareness of the agencies designed to solve these problems, have placed an ever increasing burden upon the Police Department for service.

It has been the intention of the Police-Community Relations Unit to identify the problem whether personal or social and either seek a resolution ourselves, if it be a police problem, or refer it to the proper agency for disposition in hopes that these problems can be decreased and eliminated from call for Police service.

We found it to be the case that in complaints and criticisms against the Police Department, it was not poor Police practice or the mishandling of cases by Policemen, but the public's unawareness of the limitations imposed upon us and the problems we encounter.

YOUTH ACTIVITIES

Our youth activities have been structured so Officers would not be restricted in any way from meeting the youth of the area.

Officers have approached and talked to young people standing or loitering on street corners. These talks usually center around racism, black history, black power, etc. The young people are impressed with the knowledge these Officers have and the street activities paid off for these Officers in later trouble situations.

Officers visit pool halls and talk and shoot pool with young men. The Officers are good pool players and this impresses the youth.

Officers visit the community schools. In one instance Police-Community Relations Officers worked with school administrators to prevent disorder in the schools. The role these Officers played was to advise and counsel administration and students and act as a liaison between the Department and the school. They work on such things as getting students into classes, preventing distribution of hate literature, evaluating potential troubles, assisting school counselors patrol the halls and guard doors to prevent outsiders from coming in. Attending school sports activities and in some cases giving young people from the community rides to these games. Officers also visited community playgrounds and tot lots to show young people we care about them.

We also were asked to teach classes at a community youth organization which was very anti-police. We also conducted tours of the Police Department for this group. On our first contact with them they felt all Police Officers were pigs and racists. After our contact, they felt we weren't bad, but the other Police Officers were still pigs and racists. But we felt we had at least gained in that they had accepted us and could no longer hate all Police Officers.

Young militants have visited the Police-Community Relations Office and talked to our Officers. Not always a friendly visit, but one which keeps the lines of communication open.

Youth activities are by far the most difficult, as many youths are openly hostile towards the establishment and its symbol, the Police. These activities do, however, pay off in our opinion.

The total number of youth contacts cannot be measured. But we would estimate that we talk on an average with at least three young persons each day, and some days we talk to many more than that.

MINORITY RECRUITING

One of the major complaints and concerns of both Police and community leaders was the fact that we had only four Negro Police Officers on the Police Department. One of Police-Community Relations first projects was to recruit Police candidates from minority groups.

Our first effort was to contact community organizations in enlisting their aid in recruiting. This was hard going because of charges against Police and hostile attitudes of people in general against the Police. We met with representatives of these organizations to show them our concern and to assist them in their recruiting efforts.

With the aid of community groups we were able to interest 10 young men into taking the exam. We worked with the St. Paul Urban Coalition and made tutors and testing available to these men. Of this group two Negroes passed the exam and were on the road to becoming Police Officers when an auto accident took the life of one of them. The other is at this time recovering from an operation and will be joining the Department in the near future.

Our activities have not stopped since the first exam in the area of minority recruiting and we are now referring candidates to an agency for tutoring and compiling a list of prospective candidates. We now have a list of fifteen (15) young men interested and working to become Police Officers.

VISITS TO COMMUNITY AGENCIES

It was felt one of the most effective ways of making contacts in the community, thereby getting the feeling, sentiment and stimulating awareness, was by working through and with the existing agencies.

Initial contacts with these agencies revealed a wide variety of attitudes toward Policemen, ranging from favorable impressions to extreme skepticism and in some cases hostility.

It was only through the visitations and openly discussing the issues most prevalent in the minds of the community did we see signs of our acceptance within the community.

From April 1968 to November 1968 Police-Community Relations personnel visited the various agencies 148 times ranging in length from several minutes to several hours.

Through these visits we gained realization, and knowledge of the functions of these agencies, the resources which could be used by the Department in our attempt to rectify the social and economic problems which breed crime.

Through these visits we engendered a two way line of communication between Police and community and these constant visits serve to aid in the perpetuation of the philosophy.

PUBLIC RELATIONS

Police-Community Relations personnel also participated with our Public Relations Unit. The types of Public Relations duties they performed were mostly giving speeches to Church and Civic Groups, under the direction of the Public Relations Director Sergeant Robert Pavlak.

The activities of Public Relations and Community Relations differ in the respect that Community Relations is felt to be a means of a two way communication and Public Relations is a one way means of communication designed to educate or sell.

In our Department Public Relations and Community Relations are two different units that work closely together to improve Community attitudes towards us.

THE NEWS MEDIA AND POLICE COMMUNITY RELATIONS

In March the Chief of Police made a Police Community Relations news release describing the PCR efforts being made by the Department. From this point on television, radio, and newspapers began to carry the story of St. Paul and Police Community Relations Program. They wrote favorable stories and aided in our programs.

A local television station did a story on "Policemen are Human too," showing pictures of our PCR Officer visiting with tots and playing pool and ping pong and talking with teenagers.

Another station did a story on the PCR Office and showed films of visitors talking with our PCR Officers.

PCR Officers and other Police personnel have appeared on numerous television and radio panel discussion programs, talking about the Police in society today.

Newspaper articles were numerous and showed the St. Paul Police Officer as not just the man, but projected a picture of the professional. They showed Policemen are human, talked about our problem in trying to serve the citizens.

One story was about a white Officer injured in a Civil Disorder here and the fact that he has minority foster children.

Community papers gave our program large coverage and projected a favorable image of the Department and the PCR concept.

The news media has also played down stories which could cause our program trouble and have been doing a responsible news reporting job.

POLICE COMMUNITY RELATIONS
DURING AND AFTER CIVIL DISORDER

On the night of August 30, 1968 at 2230 hours, the Police Community Relations Unit was called out on an emergency call back. The Unit reported to Headquarters and was briefed on a potentially dangerous outbreak that had taken place at a dance.

The situation was two off-duty Police Officers working a soul dance attempted to arrest a young Negro male for drinking and carrying a concealed weapon. This routine arrest turned the dance into a group of angry and emotional Negro youths. Four Officers arrived at the dance to aid the Police Officers working at the dance. All four were assaulted with chairs and other objects, as they entered the dance hall. One of these four Officers also received a gunshot wound and had to be carried from the dance hall. The Department had sent in reinforcements and was trying to disperse the crowd of 200 to 300 Negro youths from the scene.

PCR personnel arrived near the scene and witnessed small bands of Negro youth leaving the area of the dance. There was damage to windows and debris scattered in the street. Calls began to come in of people being assaulted and disorderly gangs and Negro youths causing disturbances all around the area.

PCR Officers attempted to talk to these youth, but it was no use. They wouldn't listen. They wanted to cause trouble.

PCR Officers then attempted to contact community leaders to seek their aid, before the gangs gathered together and a riot got started. The leaders contacted refused, because of the late hour and danger involved in such activities.

PCR personnel then informed the administration of the situation and went to the scene where a group of approximately 100 youths had gathered. The group was firing guns, breaking windows in passing autos and stores, without regard to the fact that many cars and businesses were Negro owned. The ranking Officer at the scene asked community leaders who had arrived at the scene if this group could be dispersed by them. These leaders had no control over the young people and told the ranking Officer on the scene to do his duty. The order was given to arrest all acting in violation of the law and within an hour the community was quiet.

At the end of the evening, after the trouble had died down, the PCR Unit had received a rumor that a pregnant young girl had been knocked to the ground and kicked in the stomach by a Police Officer. The girl was in the hospital and supposedly had lost the baby. A PCR Officer visited the young girl at the hospital. He found no visible injuries and he was informed that she was in no danger of losing the baby. PCR personnel then went back to the community and attempted to halt the rumor.

PCR Officers also attended meetings during the trouble in an attempt to prevent further troubles.

After the disorder they found hostility again. The hostility was on both sides - Community Youth and Police Officers.

Many Community Organizations came out in support of the actions of the Police. Some praised the Department's performance because not one single weapon was drawn on the first night and only in self defense the following night of disorder.

The Police Department's handling of the disorder was also criticized by a couple of Community Organizations. A study group was formed to look into the disorder.

POLICE-COMMUNITY RELATIONS IN SERVICE TRAINING

Along with the specialized Police Community Relations training which many Officers have received, the Training and Planning Unit of our Department is continually, through our in-service program, offering training in the area of Police-Community Relations.

An in-service training session was held for all Patrol Division Supervisors in the area of Community Relations. All were given psychological profiles, participated in group discussion on sensitivities of minority persons, and were given a class in minority history by a Negro Baptist Minister from our city. This person was highly qualified. He has degrees in psychology and sociology.

A Training Bulletin on the subject of "Trigger Words" was also issued to every member of our Department. It dealt with use of offensive words or phrases which would be used by people in every day conversation, but which may offend persons from different cultural backgrounds.

Police-Community Relations Training is an on-going project of both our PCR Unit and Training and Planning Unit, to help our Department personnel be aware of community feelings and concerns in the area of Police-Community Relations.

SUMMARY

This report on Police-Community Relations 1968, March through November was prepared to show some of the different types of activities we have gone into. We are unable to report on all Police-Community Relations activities because the majority and most effective Police-Community Relations contacts were made by the uniformed Officer on the street in the day to day professional performance of his duty. Our activities are in a sense experimental, as are all Police-Community Relations Programs nationally. This type of program has not shown a great

deal of success because it is difficult to measure public attitudes which were formed over a long period of time. It takes time to bring about changes in public attitude. In the case of criminals or persons who would benefit by our having poor community relations, there is little or no hope that they will ever change towards us. However, it is felt that we must not stop in our efforts to make people aware that constant, unwarranted attacks on Police in the end hurt them and that crime is a community problem. The Police are only part of the community.

Our ultimate goal should be the elimination of a specialized Police-Community Relations Unit. In its place every Police Officer should carry on a Police-Community Relation Program similar to the days of the foot beat Officer who had time and the opportunity to carry on Police-Community Relations activities; back to the time when he knew the people on his beat and they knew him. Police-Community Relations must again become his responsibility.

This year's PCR activities have had both success and failure. We have learned by both.

POLICE-COMMUNITY RELATIONS PROJECT

MAY THROUGH OCTOBER 1968

- 109 Complaints on problems investigated and either solved or referred to proper agency.
- 102 Meetings attended.
- 148 Visits to Community Agencies.

The majority of complaints fall within the realm of domestic situations. Other complaints involve Police problems, health, and playground problems.