

REPORT OF THE CITIZENS' ADVISORY COMMITTEE ON POLICE PROCEDURES\*

*Members of the Committee*

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INTRODUCTION

On August 12, 1958, Mayor Louis C. Miriani appointed the Citizens' Advisory Committee on Police Procedures to work in an advisory capacity with the mayor, the police commissioner, and the Commission on Community Relations in creating an improved climate of understanding between law-enforcement personnel and the community it serves. In outlining the function of the committee, Mayor Miriani stated: "The committee, in consultation with police officers, leaders in industry, labor, civic organizations and other segments of the populace, will evaluate police-community interrelationships with the purpose of recommending police policies as well as public educational programs which will tend to reduce to an absolute minimum all sources of irritation, tension, hostility and ill will."

During the past 18 months, the committee has held 28 full meetings in addition to innumerable subcommittee meetings, and has met with the following officials of the police department: Commissioner Hart, Superintendent Louis Berg, Deputy Superintendent James Berg, Inspector Beryl Pace of the police academy, and Personnel Director James Lupton. All of these men have cooperated fully with the committee in discussing their responsibilities in the tasks assigned to them, and are unanimous in their expressed desires to improve police-community relations in the various areas with which the committee has concerned itself. Although the committee was not authorized to become involved in the hearing of citizen complaints, individual members have reported complaints to the committee which have been brought to their attention.

The committee has also met with representatives of the Detroit Police Officers Association, the Sergeants and Lieutenants Association, the Cotillion Club, the Detroit Urban League, the NAACP, American Civil Liberties Union, and representatives on the Negro press. As a result of these meetings and an increasing awareness of complaints being voiced in the community, the committee has been able to gain a more complete understanding of the problems, policies and procedures of the police department, and more clearly identify the areas of controversy in police-community relations.

Communications on various aspects of the whole problem of police procedures have been received from a considerable number of organized groups as well as individual citizens in the community, and all of these have been given the attention of the committee.

The committee has divided its studies of police procedures into these areas:

- (1) Recruitment and selection procedure of the police department.
- (2) Department training program.
- (3) Assignment and transfer.
- (4) Promotions.
- (5) Department public relations.

Although one of the purposes of the committee has been to study areas of police-community misunderstanding and tension, this pointing up of problems should be interpreted as constructive criticism. During its study the committee has become acquainted not only with the operation of the Detroit Police Department, but it has also gained some knowledge of the operation of other police departments in various parts of the country, and it is our conviction that the Detroit Police Department ranks high and is among the best in the Nation.

The committee has also become well acquainted with the Police Manual, and is satisfied that it deals adequately with assignment and transfer procedures; that the policeman's role in protecting citizens' rights is clearly defined in the manual, as well as in the training procedures followed by the Police Academy and in the inservice training program which is part of the ongoing training procedure of each individual precinct; and that adequate provision is made to discipline officers who are either not judicious or are derelict in carrying out their duties. If the provisions as found in the Police Manual were faithfully followed, the committee believes that complaints in these areas would be greatly reduced.

However, there are manifold problems involved in recruiting and supervising a police force of 4,500 men, and there are bound to be individuals attached to the force who do not represent the department favorably to the public despite every effort made to the contrary. The committee recognizes the validity of many of the complaints which have arisen in the area of police-community relations, and all of its deliberations have been toward the end of finding reasonable solutions. The committee has sought to be a constructive influence, and it is hoped that focusing attention on these problems and offering recommendations for their solution will assist responsible leadership in both the police department and the community in building a better and safer Detroit.

Tensions in a democracy made up of diverse races and nationalities are bound to arise, particularly in areas having to do with a police department and its work. There are periods when tensions become particularly acute. Nationally, we are in one of those periods today. Tensions which arise in Detroit do have their own validity, but they are also reflections of growing pains which are worldwide, the solution for which remedies must be found, and which must ultimately result in equality of treatment and opportunity which are the right and privilege of every American citizen regardless of race, religion, or national origin.

The importance of attaining this ideal in the area of police-community relations has been recognized by every member of this committee.

In preparing this report, and in the interest of brevity, we are attaching a list of our conclusions and recommendations in the various areas of concern which we have studied, and all of which have been unanimously adopted by the full committee. However, the full reports of each of the subcommittees—all of which have been adopted by the general committee—are appended as part of the report.

#### I. RECRUITMENT

##### *Conclusions and recommendations*

We have examined the procedures used by the police department, but not the carrying out of same, and we are in no position to pass judgment on the equitable and unbiased conduct of the department.

This section of the report deals with two areas of concern: (1) Recruitment; (2) examination of recruits.

##### *A. Recruitment*

The committee finds that the police department secures recruits by the following methods: (1) Contacts made by members of the department; (2) local news-

papers, illustrated stories; (3) newspaper classified advertisements; (4) radio and television spot announcements; (5) bulletin board notices; (6) posters.

The committee recommends:

(1) That all news releases on recruitment be given to all daily and weekly newspapers in the Detroit and metropolitan area.

(2) That the police department conduct a more active public relations program to dramatize the positive aspects of police work and to encourage qualified men to apply.

(3) That the department take active steps to recruit qualified men by:

(a) Holding interviews on nearby college campuses to interpret opportunities for careers in police work and to recruit interested students.

(b) Meeting with high school graduating classes to encourage qualified students to consider a career in police work.

(c) Informing counselors at high schools and church groups, such as the YMCA, the YWCA, the Catholic Youth Organization, and the Jewish youth organizations, Urban League and similar youth counseling agencies, of the need for police officers and of the opportunities to be found in police work.

#### *B. Examination of recruits*

The committee suggests the police department consider the following revision in the examination of recruits:

(1) That the four precinct patrolmen used as investigators of recruits should not have the power to pass or fail an applicant and that this decision should be left to the board receiving the report.

(2) That on completion of the examination, all who were examined be notified in writing of the results of their efforts, whether passing or failing, and of all provisions for reexamination or appeal.

(3) That every effort be made to evaluate the applicant's feelings about his ability and willingness to work with people of various ethnic, religious, economic, racial and social backgrounds, both by means of thorough character investigation and questioning by the oral board.

(4) That the cadet program be increased in the number of cadets employed so that a greater number of interested high school students may prepare themselves for employment as regular patrolmen upon reaching the age of 21.

(5) That a Negro physician be appointed to the staff giving physical examinations.

## **II. TRAINING**

### *Conclusions and recommendations*

The careful selection of men and their adequate training are essential prerequisites of good police-community relations.

Because of the complexity of life in our larger communities, policemen are expected to be skilled in dealing with a wide variety of situations, from traffic control, crime prevention and detection, to control of conflict between individuals and groups. They must not only know the mechanics of traffic control, mob control, and detection of crime, but they must become skilled in dealing with individuals, in determining the causes of community conflict, and in understanding the dynamics of human behavior.

Cities throughout the country are becoming aware of the changing role of the police and are doing everything within their power to encourage the development of higher standards and professionalization. Detroit is one of these cities, and the department—by maintaining high standards in the selection of men and through a program of continuing education—is creating a police force whose high level of performance will go a long way in eliminating problems of police-community relations.

To assist the department towards this goal, the committee offers the following recommendations:

(1) That efforts be made to utilize the resources of both local and national figures recognized for their contributions in human relations in training new recruits and that the department encourage increased participation in the Police-Community Relations Institute held yearly at Michigan State University in East Lansing.

(2) That the number of hours devoted to inservice training in human relations be increased and that competent outside experts be utilized in training department instructors.

(3) That the department conduct regular examinations on basic material covered in the Police Manual, and that results of these examinations be considered in the periodic service evaluations of officers.

(4) That all command officers:

(a) Receive periodic training in human relations and community relations from competent outside consultants.

(b) Hold periodic meetings with officers and patrolmen under their command to clarify department practices in community relations.

(5) That instruction in civil rights be intensified in the academy and in inservice training by drawing upon the resources of and cooperating with the Detroit Bar Association.

(6) That the pamphlet "With Justice for All" be distributed to all police officers and be utilized in the Police Academy as basic instruction in the field of human relations as well as such other materials which may become available.

### III. ASSIGNMENT AND TRANSFER

#### *Conclusions and recommendations*

In evaluating the procedures for assigning and transferring men, the committee has raised the question: Does the manner in which personnel is used present to the community a picture of an impartial, unbiased department? The order of March 1, 1959, establishing the policy that men within the precincts be assigned to scout car and other duties without regard to race, has gone a long way towards creating confidence in this phase of department policy. Because of the positive effect this order has had in the community and because of the example of teamwork which has been presented to the community the committee believes that the use of men regardless of race, creed, or national origin should be extended throughout the department based on the need for service.

It is the responsibility of the department to eliminate any question of the department's willingness and determination to utilize men without regard to race or creed and based only upon consideration of seniority, merit, and ability. As long as the community has justification to criticize the department, law enforcement will be more difficult than it needs to be. Law enforcement is possible only because the vast majority of citizens obey the law and respect the procedures of law enforcement. If any large number of citizens in the community do not have respect for law enforcement or for personnel policies in the department they may not only refuse to cooperate with police officers, but they may even commit acts of defiance to show their disrespect to both the officers and the law they represent.

The assignment practices in the department are also closely related to the recruitment of men. Any person entering the service is entitled to assume that his merit and ability will be recognized on an equal basis with others. Otherwise he is likely to be hesitant to enter a field in which he feels his opportunities are limited to only specialized functions.

To establish a police department which leaves no doubts in the mind of the community regarding the fairness of its practices the committee recommends:

(1) That the department continue to work to improve its practices in the assignment of personnel to precincts, and special divisions and bureaus to assure equal opportunity for all assignments to everyone regardless of race or creed.

(2) That although the committee recognizes the convenience of having men live near the precinct in which they work, it believes that this should not be a major consideration for assigning men and therefore recommends that the primary consideration be the effective and impartial use of its personnel.

(3) That the department make explicit its policy regarding working assignments of personnel at the precinct level, keep the public informed of the policy, and clarify any questions about the nature of any new policy and its use in the assignment of personnel.

(4) Seniority and individual preference should be considered in assigning personnel to special positions but the department has the responsibility to make certain that these administrative procedures are not used to discriminate against qualified personnel.

In summary the committee affirms that not only is the department responsible to the total community but under our democratic system part of its responsibility requires it to set an example of fair practices to be emulated by the public. The police department being a law-enforcement agency must

through its actions demonstrate to the public that it is a professional organization devoted to fair treatment of all. Only in this way can it claim and continue to gain the respect and cooperation of the total community.

#### IV. PROMOTIONS

##### *Conclusions*

(1) During the period the committee has been in existence, the complaint most often lodged against the system of promotions has been in regard to service ratings. The claim is made that if, for any reason, an individual's commanding officer seeks to deny a promotion, he can do so by giving an unfair service rating. In order to evaluate the fairness of a service rating, one would have to know the individual rated and his work record, as well as the officer giving the rating and how he rated other men in comparison.

(2) It is difficult, however, to convince the public that no discrimination exists in the promotion of personnel since no Negro has in recent years held a position higher than the rank of sergeant. Some groups point to the many years Negroes have served on the force and claim that promotions have been withheld even when individuals have done very well in the written examination.

(3) Although there are avenues of appeal open to individuals who feel they have not been given a fair rating, it is a common observation that such avenues of appeal are seldom if ever used.

(4) The feeling that there is not equal opportunity for promotions in the department has a bad effect on the morale of personnel and inhibits rather than encourages them to perform to the utmost of their abilities. This feeling in the community also discourages the number of qualified men willing to enter police service since men of high qualifications do not want to be limited to the lower positions in the department.

##### *Recommendations*

(1) In order to eliminate the feeling that partiality exists in promotions, department officials must assure the public as well as all individuals in the department that good performance will be recognized and promotions given without regard to race, creed or nationality.

(2) All individuals regardless of race, creed, or nationality who have demonstrated that they are of command caliber should be given opportunity for a wide variety of assignments and responsibilities in order to give them the necessary experience and opportunity to make their maximum contribution to the department and the community.

(3) All individuals who have taken a promotional examination should be notified in writing regarding their comparative success in all areas considered and all individuals who failed to qualify should likewise be informed of their specific areas of weakness.

#### V. PUBLIC RELATIONS

##### *Recommendations*

(1) The committee recommends that the department make its policies of fair and impartial treatment of all individuals, groups and organizations clear to both the public and department personnel. Such statements of policy must be concerned with the civil rights of individuals, public accommodation laws and proper investigation and arrest procedures. Police officials, in their many contacts with men in the department and individuals and groups in the community, should be continually mindful of the opportunity to discuss these policies in order not only to inform the public but also to make these policies perfectly clear to police personnel. These policies should be so definite and unequivocal that any command officer can meet with any group in the community to discuss these matters. Where individual departures from these departmental policies occur, they should be publicly acknowledged and corrected. The soundest public relations course is to recognize that situations involving improper police action may occur, but that the department will neither condone nor tolerate such action.

Preventive action by the department is much more effective in creating good public relations than anything that might be done after an incident between the police and citizens has occurred. The public must be assured, however, that improper police performance will be dealt with promptly and with adequate severity by departmental action.

(2) The committee recommends that the department consider a public-relations program portraying police services to the community. This program

needs expert help in planning and presentation and the assignment of a professional technician for carrying out these responsibilities for the department.

The stereotype of the policeman as a restricting influence is too predominant. The community should recognize the police officer as a dedicated civil servant helpfully performing necessary public services. The program needed to ease the department in this new image should consist of TV and radio programs, pamphlet, poster and press release materials and should include provision for acquainting top community leadership with some of the detailed, dramatic and routine situations facing police officers. The most important part of any public relations approach, however, will be the conformance by police personnel to the image the department wants to create. If the old stereotype is to be destroyed it will require the greatest efforts on the part of the department to see that all personnel act at all times in the image of the service-oriented public official.

Corollary to the problem of the need for a good public image of the police officer is the need for the police officer to have a good image of himself. This is a complicated problem and embraces all manner of subjective and abstract factors that go into making a man's image of himself. In connection with this, it seems reasonable to expect the community to be willing to pay for a high standard of ethics and conduct on the part of its police officials. This means that police personnel are entitled to be paid salaries and enjoy working conditions comparable to those enjoyed by civilian persons of similar importance and responsibility.

(3) The committee in the course of its investigations had the opportunity to see and inspect many police buildings and other facilities. Most police department buildings are attractive, modern and so arranged as to facilitate the work of the department. However, there are some buildings such as the McClellan and Petoskey Precinct Stations as well as some sections of the downtown police headquarters that obviously fall far short of standards acceptable in the mid-20th century. These rundown, inefficient buildings, harking back 50 or more years, are still being used as police stations in the city of Detroit. These unpleasant facilities make it difficult to maintain high department morale, tend to create a negative community image of the police department and represent an unnecessary hardship to citizens who are required to come to the police for one reason or another.

It is recommended that the city accelerate as much as possible its plans and program to replace the timeworn facilities with new modern facilities, designed to keep pace with the modern needs of an efficient and able law enforcement agency such as the Detroit Police Department. In the development of modern facilities such as precinct headquarters, adequate parking facilities should be provided so far as is possible.

(4) The public should be made aware that the department cannot do its job without cooperation from the community and that the department is interested in doing everything within its power to cooperate with the community in providing good police services. The effective precinct patrolman is in a good position to demonstrate his willingness to work with the community if he is congenial and makes an effort to know the people and organizations in his area. For example, in the case of the youth bureau, the willingness to cooperate and seek help from neighborhood organizations is beneficial to good police-community relations. It should be a regular part of police procedure for officers to seek this kind of involvement. The police department is then not an abstract force, but is embodied in an individual officer known to the community.

The committee also feels that greater police-community cooperation would be forthcoming if youth bureau officers made their home contacts in civilian clothes. Youth bureau officers and other experts in the field have reported that it is difficult to get aid and cooperation from youths, parents, friends and relatives when they are called upon at home by uniformed police personnel.

One of the significant efforts of the department to take the lead in encouraging citizen cooperation is the new program announced by Commissioner Hart instructing precinct inspectors to meet periodically with all interested groups in their precinct.

This program should result in a better understanding by both the police and the community of each other's problems. The department and its officers will increase their understanding of the problems of police-community relations and of the role of certain community organizations. Cities will benefit from a greater knowledge of police operations and services and should be more willing to cooperate with the department in its work and more likely to use effectively its services.

The committee supports these meetings wholeheartedly, since their success is based on the development of a genuine relationship between police and citizen and a willingness to jointly face and solve problems in a reasonable way. The committee recommends that in order to assure attendance of sufficient numbers of community representatives, the department make special efforts to plan agendas covering problems of interest to the community leaders. Conferences only partially attended or attended without interest will not serve the interests of the department or the community. The committee suggests that officers competent in public relations be assigned the specific task of planning and maintaining this program.

In addition to meeting with community leaders at the precinct level, the committee feels the department would benefit from greater involvement in communitywide organizations. Perhaps such a program could be started as a part of the department's inservice training program, but in any event, a series of visits to local community service agencies would give the police officer a better feel for the community and a better understanding of the role the various community organizations play in our society.

The committee believes that a good public relations program portraying the professional character of the department, along with periodic conferences with community leaders, will not only bring about improved police-community relations, but will help police officers to define their roles and help build high morale based upon public acceptance and service to the community.

(5) One of the major problem areas yet remaining in police-community relations involves complaints of police mistreatment. Perhaps many of these complaints have been without justification; but when the community is uncertain of the department's attitude about maintaining high professional standards, and there is evidence of tension in police-community relations, the public is prepared to believe any and all charges against the department.

An unjustified assault by a policeman on a citizen is a crime and should be treated as a criminal offense. It is worse than an assault by a criminal upon a citizen. The misuse of force by individual officers reflects great discredit upon a police department and does serious damage to community-police relations.

The committee is satisfied that if the department continually demonstrates its intention in both word and deed to uphold standards of unbiased treatment to all, the community will not support unfounded complaints, and that responsible community leadership will emerge to support the department in its efforts to eliminate the causes of such incidents.

Citizen complaints of police mistreatment should be dealt with promptly and efficiently by the department. The investigation of the complaint should be thorough and where charges are sustained the department's action should be resolute and decisive.

In order further to develop an atmosphere of openness and mutual confidence between the police and the community, the committee suggests that the department assign men to the investigation of complaints who clearly demonstrate an interest and ability in furthering good police-community relations. Moreover, individuals and agencies making complaints should not only receive every assurance that their complaints will be thoroughly and impartially investigated, but in every case the citizen, group or organization making the complaint should be notified in writing by the department of the findings of the investigation and the action taken as a result.

The committee suggests that the present procedure in handling complaints of misconduct by a police officer could be improved in these respects:

(a) There should be prepared and made available to the public generally an outline of the complaint procedure up to and including the commissioner.

(b) The officers in charge of handling and investigating complaints should be carefully selected, and every effort should be made to entrust such assignments only to officers who have demonstrated interest and ability in furthering good police-community relations.

(c) The level at which matters are heard and decided depends almost necessarily on the seriousness of the charge. Many matters can and should be satisfactorily disposed of at precinct level, but more serious charges should receive the careful attention of higher officials.

(d) Investigation should be thorough, complete and impartial, and the complainant, whether an individual, a group or an organization should be notified in writing of the findings and the decision thereon. Moreover, when a citizen feels department action has been inappropriate or inadequate, appeal directly to the commissioner should be permitted.

Such sharpening of existing complaint procedures should help to restore confidence in the department's ability to handle complaints fairly.

If positive prompt action by the department officials does not result in noticeable improvement in this area in the near future, the committee strongly recommends to the mayor the creation of a committee of citizens to whom an individual, group or organization may appeal. Under such procedure, an individual complainant would have access to such a board through producing documented evidence or witnesses supporting a finding other than that presented in the police investigation report. Such a procedure would not only provide an avenue of appeal to all individuals who felt they had a legitimate grievance but it would tend to reduce the number of individuals complaining without substantial cause.

The police department has recently taken two big steps forward in the form of integration of working teams and the initiation of the precinct project. The total law-abiding community which comprises the vast majority of our city's population welcomes these efforts. These policies create respect and invite cooperation on the part of the public.

The department, by maintaining the active support and cooperation of these citizens, will significantly advance the important job of law enforcement in our community.

#### RECRUITMENT

##### *Introduction*

In regard to the recruitment and selection procedures, questions have been raised in the community about the department's objectivity in the selection of personnel and feelings expressed that the procedures operate in such a way as to exclude qualified Negroes.

The objective of this report is:

- (1) To describe the recruitment process in detail.
- (2) To make known the avenues of appeal available to those who feel they have been rejected without good cause.
- (3) To describe recruitment for the police cadet program.
- (4) To outline the results of the recruitment, selection process.
- (5) And finally to present the evaluations and recommendations of the subcommittee.

The following material on recruitment was taken from the mimeographed statement of the police department, "Charter Provisions and Procedures Followed in the Recruiting and Promotion of Police Officers on the Detroit Police Department," and information presented to the committee by representatives of the police department.

##### *I. Advertising for recruits*

A. Mediums currently in use:

- (1) Contacts made by members of the department.
- (2) Local newspapers, illustrated stories.
- (3) Newspaper classified advertisements.
- (4) Radio and television spot announcements.
- (5) Bulletin board notices.
- (6) Posters.

##### *II. Initial applications and screening*

A. Applicant fills out the "Preliminary Application for Police Service."

B. The applicant is informed at this point if he does not meet the minimum qualifications.

C. The minimum qualifications are:

- (1) Age: 21 to 27 inclusive for nonveterans. U.S. veterans may deduct from their true age time in service between December 7, 1941 and July 1, 1946.
- (2) Education: A regular high school or a veteran's diploma. A veteran's diploma may be secured by U.S. veterans who have completed nine full grades and successfully passed the general educational development test.
- (3) Residence: One year in the State of Michigan.
- (4) Minimum height: 5'9½"—weight: 152 pounds.

##### *III. Written examination*

A. Personnel Examiner Robert Lothian stated that the examination is designed to measure only native intelligence, alertness and capacity to learn. Since none of the applicants is expected to know anything about police work, the examinations do not cover this subject.



- (1) Tests consist of a battery of one standardized intelligence test plus sections on reading interpretation, memory selection, understanding written directions, arithmetical reasoning, spelling, and memory of names and faces.
  - (a) For each examination the examiner selects 1 of a list of 11 nationally known standardized intelligence tests used by the department.
  - (b) Passing marks established at the 100 I.Q. level of high school graduates.
  - (c) The highest possible score on the written examination is 60—the lowest passing score 42.
- (2) Examinations are identified by number only and corrected twice by two members of the office personnel.
- (3) Each applicant has three opportunities to take the examination.

#### IV. Physical agility test

- A. Designed to measure physical strength and coordination.
- B. Standards developed in Detroit police gymnasium now used for recruits:
  - (1) rope climb—6 feet;
  - (2) broad jump—6 feet, 6 inches;
  - (3) chinups—6;
  - (4) pushups—12.

#### V. Medical examination

- A. Medical history completed by applicant:
  - (1) Complete history of applicant, his father, mother, brothers and sisters.
  - (2) Truthfulness of statements sworn to under oath.
- B. Examination by department physicians: (1) Includes a strict examination similar to an application for an insurance policy plus a blood analysis and chest X-ray. In discussing the standards of the medical examination, Dr. W. O. Wood stated that medical requirements have been very high since 1931 when he was appointed as medical examiner. He said the purpose of high standards is to prevent men from getting on the force who would have a physical excuse for not performing regularly assigned duties. Men are turned down for certain conditions such as deformities of the feet even though they are experiencing no trouble at the time. With the great amount of walking required in police work, the department cannot afford to have men off for foot difficulties, Dr. Wood said. To show the effectiveness of his physical standards in eliminating men with real or potential physical ailments, Dr. Wood presented figures indicating that in the period of 1920-30, 454 men retired at half pay for non-service-connected disabilities while during the period of 1931 to 1954, when he was medical examiner, only 17 men were retired for that reason. Dr. Wood presented a list of all the categories for which men are rejected. He said that the standards are administered without bias and estimated that approximately the same percentage of Negroes passed the physical examination as whites.

According to Personnel Examiner Robert Lothian, all applicants are informed of the medical reasons for being rejected and are informed of their rights to reapply if their condition can be corrected.

#### VI. Character investigation

- A. Four investigators are selected from the precinct patrolmen: (1) The investigators rank the applicant either *pass*, *fail* or *uncertain*.
- B. Investigation includes:
  - (1) Residence history since birth.
  - (2) Education, including grades, conduct, punctuality.
  - (3) Work record, including recommendations.
  - (4) Personal conduct:
    - (a) Criminal and traffic record.
    - (b) Verification of birth certificate, marriage license, draft status.
    - (c) Membership in organizations or clubs.
    - (d) Habits and hobbies.
  - (5) Social status:
    - (a) Home condition.
    - (b) Status of other members of the family.
    - (c) Attitude toward police work of wife and/or other relatives.
  - (6) Financial status:
    - (a) Ability to manage financial affairs.
    - (b) Assets and liabilities to insure ability to maintain reasonable standard of living on a police officer's salary.
  - (7) References: (a) Personal interview with five references given by the candidate in addition to at least three not given by the candidate including businessmen near his home, landlord, associates, etc.

## VII. Oral interview

### A. A board of three police officials:

- (1) Review the results of all investigations regardless of the rating given by the investigators: (a) Applicants who do not pass the character investigation are usually not called before the oral board unless the board questions the findings of the investigation.
- (2) Evaluate observable traits such as appearance, speech, mannerisms, etc.
- (3) Observe attitude toward law enforcement problems, minority group problems, etc.
- (4) Clarification of any questions concerning working conditions.
- (5) The highest possible score for the oral interview is 40, the lowest passing score 28.

## VIII. Eligibility list

### A. Results of the written examination and the oral interview are added together.

- (1) The written examination is weighted 60 percent, the oral interview 40 percent (the lowest total passing score is 70 percent).
- (2) Veteran's preference computed.
- (3) Eligible list compiled based upon date of examination and descending order of scores under each examination.
- (4) Eligible list effective for one year and can be extended for one year by the commissioner.

## IX. Appointments

### A. The police commissioner fills each position of patrolman by appointing the candidate standing highest on the eligible list.

B. When it shall appear for the good of the service, the commissioner may select any candidate on the eligible list provided written reasons for such acts are forthwith filed with the appeal board.

C. All appointments shall be for a probationary period of 6 months which may be extended by the commissioner for one period of 6 months.

D. Upon passing the requirements of the probationary period, the appointment shall be considered permanent.

### *Avenues of appeal or review*

There are several avenues of review or appeal open to those who have failed to qualify in certain parts of the recruitment process.

I. An applicant who fails the written examination may review his examination with the personnel examiner.

II. An applicant who fails the medical examination may present medical evidence from an outside physician or hospital if he feels he has been turned down without justification.

III. An applicant who fails because of the character investigation or by decision of the oral board can request an interview with the personnel examiner. If he feels there is no justification for his being failed he may appeal to the commissioner. If he is not satisfied with the commissioner's decision he may carry the matter to the Police Department Appeal Board consisting of the deputy commissioner of police, the president of the Civil Service Commission and the corporation counsel of the city of Detroit.

### *Recruitment for the police cadet program*

The cadet program is designed for high school graduates who are interested in police work but do not fulfill the minimum age requirement. Since cadets are considered civilian employees, they are hired by the Civil Service Commission. The police department conducts the character investigation and a representative of the department sits on the oral board. There are 80 cadets in the department at present and Personnel Examiner Robert Lothian estimates that of these 10 or 12 are Negro. The department is limited to hiring a maximum number of 85 cadets due to the limited number of duties they may perform and due to limited funds. Ninety percent of the cadets are assigned to precincts and division offices where they receive calls, register complaints or act as telephone operators.

### *Recruitment-selection results*

Since there are only 132 Negroes of a total of 4,371 policemen on the force, the committee has been interested in determining the reasons more Negroes are not selected.

Below is a chart showing the areas in which applicants failed to qualify in the year 1959. This is the final or most recent report available from Personnel Examiner Lothian.

DETROIT POLICE DEPARTMENT

Office of the Personnel Examiner

*Analysis of recruiting for 1959—patrolman*

Total to apply.....	1, 672
Rejected on preliminary.....	1, 037
Too old.....	27
Too young.....	143
Height.....	305
Weight.....	33
Education.....	249
Residence.....	27
Police record.....	24
Vision.....	148
Miscellaneous.....	43
Eligible for written examination.....	635
Failed to appear for written examination.....	158
Failed written examination.....	284
Passed written examination.....	193
Failed to appear for physical examination.....	17
Failed physical agility test.....	13
Failed physical examination.....	39
Albumen.....	1
Blood pressure.....	3
Flat feet.....	7
Heart.....	1
Height.....	4
Teeth.....	3
Weight.....	3
VA. report—physical.....	1
Vision.....	3
Color blind.....	5
X-ray—Stomach.....	1
X-ray—extremity.....	3
Miscellaneous.....	4
Withdrew.....	4
Investigation rejects.....	10
Oral board rejects.....	32
Preliminary oral rejects.....	8
Held for further consideration.....	1
Eligible list.....	69

<i>Investigation rejects</i>	
Education.....	1
Financial.....	2
Police record.....	3
Unstable.....	1
School record.....	1
Insincere.....	1
Personality.....	1
	<hr/> 10

<i>Oral board rejects</i>	
Background.....	2
Financial status.....	1
Immature.....	15
Insincere.....	3
Marital status.....	1
Personality.....	4
Police record.....	1
School record.....	2
Traffic record.....	1
Work record.....	2
	<hr/> 32

Results show that 88.5 percent of all applicants were turned down either during preliminary screening because they do not meet minimum requirements or because they failed to pass the written examination.

As the recruit records and examinations are by name and number only, the above chart does not show the areas in which Negro applicants failed to qualify. At the request of the Citizens' Advisory Committee, the police department compiled the following figures showing the number of Negroes failing the written examination. The figures cover a representative sample of those taking examinations in 1958 and all those who had taken the examination in 1959 through April 4, 1959.

	Number to apply	Eligible for written examination	Passed written examination	
		Percent		Percent
White.....	242	79	104	42.97
Nonwhite.....	65	21	5	7.69
Total.....	307		109	35.50

#### Estimate of future recruitment

In the last 2 years recruitment of new officers has been very limited. The causes for this are twofold. First, the population and geographical size of the city have remained constant for several years thus eliminating the need of assigning officers to new areas. Second, the budgetary problems of the city have prevented the assignment of additional officers to give added police service. Because of these factors, recruitment of new officers is limited to replacing officers leaving the force.

Below is a table indicating the number of men leaving and added to the force in 1959.

#### Changes in police personnel during the year 1959

	Force	Cadet	Civilian
Present for duty Jan. 1, 1959.....	4,378	77	383
Additions to the service:			
Recruited (appointed).....	109	33	38
Reinstated after resignation.....	1		1
Returned from military leave.....	10		2
Returned from leave of absence.....	1		9
Transferred from cadet.....			1
Total number of additions during the year.....	121	33	51
Total.....	4,499	110	434
Separations from the service:			
Retirement on pension:			
Service, 25 years or over.....	26		1
Disability, service connected.....	3		
Disability, nonservice connected.....	1		1
Total retired.....	40		2
Resigned voluntarily.....	107	9	39
Resigned with charges pending.....	3	0	
Laid off.....			2
Leave of absence.....			11
Transferred to other city departments.....		2	
Transferred to civilian.....		1	
Dismissed for cause.....	4		3
Died.....	11		3
On military leave of absence.....	8	3	
Dropped.....	1		2
Resigned to become patrolmen.....		23	
Total number of separations.....	174	38	62
Present for duty Dec. 31, 1959.....	4,325	72	372

## THE TRAINING PROGRAM

### INTRODUCTION

The Citizens' Advisory Committee, being aware of the close relationship between the training of officers and the effective and impartial enforcement of the law, has reviewed the training program of the police department, considering both the training of new recruits at the police academy and the inservice training program.

Since problems for police-community relations are primarily problems of human relations, the committee has centered its interests on training in human relations.

In this report the committee describes the training program and presents its conclusions and recommendations for improvements.

#### I. The academy program

After appointment, student patrolmen are assigned to the police academy for eight 40-hour weeks. During this period recruits are given basic instructions on departmental rules and regulations, criminal law, rules of arrest, evidence, court procedure, traffic, firearms, first aid and related subjects. Included in the curriculum are 10 hours devoted to the subject of human relations. Emphasis is placed on the fact that all persons are equal under the law. Trainees are admonished to enforce the laws as written and not to let color, creed, nationality or any personal prejudice influence their decision or judgment. It is also pointed out that good public relations for the department is dependent upon courteous treatment of citizens in all phases of police activity. In this regard the bad effect of calling citizens by their first name or by nicknames is discussed. Complaints of police brutality are reviewed and the following section from the police manual is discussed.

*Degree of severity in making arrests:* In making an arrest an officer must be careful not to submit his prisoner to any greater severity or indignity than is necessary to effect the arrest and bring the prisoner safely to the police station. The State requires the officer to do his duty at all hazards, but in the performance of this duty it requires him to be as gentle and considerate as circumstances will permit. No amount of force is too great in making an arrest if it is necessary to overcome an obstinate and dangerous resistance; no measure of severity is justified where there is no reason to fear an escape. The officer must use his own discretion, and if he does his duty in a wise and careful manner he will be justified. While the officer is required to be as gentle and considerate in making an arrest as the circumstances will permit, he must always remember that he is the representative of the law, to whose lawful demands all must submit. The officer is charged with the duty and armed with the power to compel submission.

In discussing this section of the manual, the following two points are made:

A. When the arrest has been effected, any other use of force is unnecessary and becomes police brutality.

B. Verbal abuse of the officer by a citizen is not sufficient grounds for the use of force against the citizen.

The following quotes from Training Manual on Civil Rights indicate the department's training attitude:

"We are not concerned about your personal likes or dislikes; about your prejudices, or the basis for them. We are concerned about just one thing: Will you permit these prejudices to influence you in your work as a police officer?"

"Will you treat one person different than another under the same circumstances, merely because he belongs to a certain race, creed or religion? If so, and if you cannot control the prejudice, you had better resign, and find another occupation, because you will never be a successful law enforcement agent. You will embarrass your community and your department, and degrade all honest police officers."

"A police officer, to be a success, must practice self-discipline. He must shed verbal abuse like a duck sheds water. He must refuse to make a personal issue of any matter coming to his attention in his official capacity. He must remove his personality entirely from the picture and treat all matters in

an impartial professional manner, being firm, considerate, and zealous, that the rights of all men guaranteed by our laws receive the same just treatment by those whose duty it is to enforce the laws."

Also presented are movies, demonstrations and discussions on prejudice; material on the police code of ethics; and the importance of good conduct and neat appearance at all times.

## II. Recruit training in precincts

After the 8-week training program at the academy, the training group is assigned to a precinct for another 2 months where on-the-job-training is carried on under academy command. The group stays together for another 2 months at the precinct but under precinct command. The student patrolman is then assigned to a precinct where he remains on probationary status for 6 months before he is confirmed.

## III. Inservice training

Every officer must attend 8 hours of inservice training courses every 3 months. Beginning in 1958 the inservice training courses have been given at the precinct by lieutenants who receive training at the police academy prior to each new 3-month course. Each precinct schedules the classes during the day shift as men can be spared. Since one of the three shifts is rotated to the day shift each month, 3 months are required to include all the men. Inservice training courses cover all phases of police work. The following are the recent inservice training courses in human relations: A full 8-hour program from July to October 1957, 1 hour devoted to public relations from January to March 1958 and an 8-hour program devoted to traffic safety and conduct towards citizens from January to March 1959. The program from September 1959 to January 1960, dealt with the State law as well as the rules and regulations of the police department relative to the power of arrest and the processing of prisoners. Commissioner Hart stated to the committee that all inservice training courses regardless of content include material on public relations, courtesy or human relations. The purpose of the inservice training program is to refresh officers regarding proper police procedures and to discuss wrong procedures and practices which have come to the attention of the administration. Examinations are given at the end of each inservice training course and the results are given to the precinct commander for consideration in the service rating of each officer. Examination results are also kept in the permanent files of the personnel division.

## ASSIGNMENT AND TRANSFER

### Introduction

Two problem areas, the assignment of men to positions in the department and the handling of requests for transfer are the matters of concern to the committee. These matters have been focused upon because of some feeling in the community that men on the force are not being assigned solely on the basis of their skills and abilities. This part of the report will cover two areas: (a) The department's statement of procedure regarding assignment and transfer; (b) evaluations and recommendations.

### Assignment procedure

According to the department new graduates from the academy are assigned to precincts and departments as vacancies occur with some consideration being given to the distance of travel from home. Department officials stated that they prefer that officers live as close to their work as possible so that they can be readily available for duty in time of need.

The number of men assigned to each of the 15 precincts is determined by the crime rate of each precinct with more men being assigned to precincts with high crime rates.

The responsibility for working assignments at the precincts is delegated to the lieutenants. The lieutenant's responsibility is described in the police manual as follows: "To obtain the highest efficiency, a lieutenant shall determine the various assignments from a working knowledge of the qualifications and aptitudes of members of his command." Prior to March 1, 1959, there was no racial integration of scout car crews. On March 1, integration of some scout car crews was ordered and on April 1 the order was extended to include all precincts.

### *Transfer procedure*

Requests for transfer to other precincts and to some bureaus and divisions are accepted after an officer has passed the probationary period of one year in the department. In order to be transferred to certain specialized bureaus and divisions the patrolman must meet certain other minimum qualifications such as educational level and length of experience. After a patrolman has ascertained whether he meets minimum requirements, a request is made in writing specifying the bureau or division to which transfer is desired and the reasons for requesting transfer. All requests for transfer are submitted to the applicant's commanding officer who interviews the applicant and endorses the transfer with his reasons for approval or disapproval. He then transmits the request to the director of personnel. The director of personnel forwards the request to the commanding officer of the bureau concerned who interviews the applicant and returns the request to the director of personnel with his endorsement. According to department officials, the commanding officer of the division or bureau to which transfer is requested, rather than the patrolman's present commanding officer, is for the most part the individual who decides whether an applicant is to be approved for transfer.

The director of personnel then advises the applicant of the results. According to department officials, certain exceptions are made to the minimum requirements for a patrolman whose training and experience is of such unusual character that the best interests of the department would be served by transferring him.

The material below taken from the police manual indicates the minimum requirements prerequisite to transfer to specialized bureaus within the department:

Scientific Bureau—Confirmed; <sup>1</sup> knowledge of chemistry.

Subversive Bureau—Confirmed; knowledge of foreign languages.

Vice Bureau—Confirmed.

Narcotic Bureau—Confirmed; knowledge of foreign language.

Radio Bureau—Confirmed; Federal Communications Commission or commercial radio operator's license; radio-telephone second class or higher.

One year: Band Bureau—qualified musician.

Two years: Stationary Traffic Bureau—at least 6 feet tall; Motorcycle Traffic Bureau, Accident Prevention Bureau, Parking Enforcement Bureau, Mounted Bureau—maximum weight requirement.

Three years: Central Photo Bureau—basic knowledge of photography; Youth Bureau.

Five years: Traffic Safety Bureau—public speaking; Censor Bureau—some college training; Liquor License Bureau.

Six years: Police Academy—some college training, teaching experience.

Seven years: Identification Bureau.

Ten years: Traffic Court (warrant detail); Harbormaster Bureau—boating and mechanical ability; qualified by Red Cross in life saving course.

Fifteen years: Telephone Bureau—good speaking voice.

Eighteen years: Operator's License Bureau, Public Vehicle Bureau, Traffic Court (court rooms), Recorder's Court, City Hall Bureau, Property Office, Record Bureau, Office of Civil Defense, Medical Division, Motor Service Bureau.

### PROMOTIONS

#### *Introduction*

This section of the report deals with the subject of promotions. This area has been of concern because of feelings in the community that race has been a factor in promotions. The report will describe the department's statement of present procedure followed in promotions and it will present the committee's evaluations and recommendations.

#### *Procedure for Promotions*

The following information on promotions was obtained from representatives of the department appearing before this committee and the mimeographed statement of the police department, "Charter Provision and Procedures Followed in the Recruiting and Promotion of Police Officers on the Detroit Police Department."

<sup>1</sup> An officer is confirmed after he passes his initial probationary period.

### I. Eligibility

- A. Five years service is prerequisite for promotion to detective, 7 years for sergeant and 10 years for lieutenant, including 2 years as sergeant.
- B. Inspectors and higher ranking officers are appointed by the commissioner. Appointments are made from the list of men holding the rank of lieutenant or higher.

### II. Factors considered in promotion

- A. Written Examinations: Ninety percent of the written examination, which is prepared by the personnel examiner, is derived from material to be found in the police manual. Material covered in the remaining 10 percent of the test can be found in books available in the academy library.
- B. Service ratings:
  - 1. Service ratings are given every 6 months and all service ratings for the 2 years prior to the examination are utilized for evaluating service to the department.
  - 2. Sergeants are usually rated by two lieutenants and one inspector of the unit. Patrolmen and detectives are usually rated by two sergeants and one lieutenant of the unit.
  - 3. Every officer has the right to review the specific factors considered in his rating.
  - 4. If he is dissatisfied with the rating, he may appeal to the commissioner; and if in turn he is dissatisfied with the commissioner's decision, he may file a formal appeal with the department appeal board consisting of the deputy commissioner of police, the president of the Civil Service Commission and the corporation counsel of the city of Detroit.
- C. Promotional Evaluation: (1) The promotional evaluation is used only in the promotion of sergeant to lieutenant and not in rating patrolmen or detectives. The promotional evaluation has replaced the oral interview and is filled out on a special form by superior officers, including the district senior inspector, the division or precinct inspector, and as many lieutenants as are available who have served in a supervisory capacity over the individual rated. The intention of the promotional examination is to forecast the success of an officer in a supervisory capacity based on past supervisory performance.
- D. Seniority: (1) In weighing seniority  $\frac{1}{2}$  of 1% is given for each year of service up to a total of 10% or 20 years service.
- E. Physical examination: (1) Every candidate for promotion must pass a physical examination.

### III. Training for examinations

- A. Informal training courses are offered by a precinct sergeant or lieutenant reviewing all the material likely to be on the examination.

### IV. Examination procedure

- A. Announcement of examination by general order.
- B. Acceptance of applications at the police academy up to one week prior to the date of the examination.
- C. Service ratings obtained from supervisory officers on every applicant who files.
- D. Examinations conducted.
- E. The examination papers are identified by number only, placed in a sealed box as witnessed by one who took the examination, scored by machine, and returned in a sealed box.
- F. List of scores compiled in descending order identified by examination number only.
- G. Submission of the list to the commissioner with recommendation for establishing passing mark.
- H. Promotional Evaluation for those sergeants successful on the written examination and service ratings.
- I. Results of written examination, promotional evaluation, service ratings and seniority computed and tentative eligible register computed.
  - (1) The weighing of factors considered in the promotion to uniform lieutenant and detective lieutenant: (a) Written examination 40 percent; (b) service ratings 30 percent; (c) promotional evaluation 20 percent; (d) seniority 10 percent.



(2) The weighing of factors considered in the promotion to detective, detective sergeant, and uniformed sergeant: (a) written examination 50 percent; (b) service ratings 40 percent; (c) seniority 10 percent.

J. Notices sent to all applicants notifying them of their tentative position and specifying a specific period for reviewing the results of the written examination, service rating and promotional evaluation.

K. Any applicant not satisfied with the review may appeal first to the Commissioner and then to the department appeal board.

L. Publication of eligible register on a department general order.

M. Appointments are generally made from those highest on the eligible register.

N. The register is valid for 1 year and can be extended 6 months by the commissioner.

#### PUBLIC RELATIONS

##### *Introduction*

This section of the report is concerned with what is broadly referred to as public relations, including the handling of complaints, questions of courtesy and the morale of the department. Other sections of the report deal primarily with policies and practices related to the internal operations of the police department.

It is obvious that it is important for good public relations that the internal operations be such as to satisfy the lay public that the recruitment policy and practices aim to obtain the best men possible without regard to race, creed or nationality, that all department members be treated fairly and be given equal opportunity for service and advancement, and that constant efforts are made to stimulate the professional growth and development of police officers through inservice training and assignment based on ability.

We shall consider the matter of the day-to-day contacts of the department and its members with other citizens, and make such recommendations or suggestions as we think may be helpful in further improving public relations.

##### *Department's present public relations efforts*

The committee first wants to comment on and endorse certain of the present public relations efforts of the department.

(1) The department's efforts in developing in its members a sound professional attitude has done much to foster community confidence. As is pointed out in the police academy's human relations training manual, each man in the department is a public relations representative and his actions and behavior reflect directly on the entire department. The majority of men on the force are aware of their public relations responsibilities and generally their contacts with the public demonstrate this awareness.

In discussing the effective use of training for improving public relations, it may be useful to separate police functions into their restrictive and non-restrictive aspects. Traffic control is a common example of the restrictive role in which the police are in a position of halting an individual for a possible violation. The typical reaction of many citizens in this situation is frustration or anger or both. Successful handling of these situations requires great skill and tact on the part of the officer.

Particular credit should be given to the command officers of several bureaus, such as the motorcycle traffic bureau, or the stationary traffic bureau, in which the officers are noted for their courtesy toward the public. These bureaus have training manuals of their own dealing specifically with the public. Their members undergo intensive training and are continually reminded of the importance of their public contacts. As a result, discourtesy on their part is very rare.

The nonrestrictive contacts are those involving the provision of police services. Giving directions on the street, handling a complaint or inquiry in the police station, giving a home surveillance while the owner is out of town, help to a driver with a stalled car, and contacts with the victim of a crime are examples of such contacts. In these situations the police provide much appreciated services and by the use of sound judgment, they can develop good public relations.

In either case constant training is essential to keep every officer sensitive to the responsibility and opportunity for good public relations. Training is therefore not just for a few who misbehave or do not act for the best interests of the department, but is for everyone on the force. It has been said that no

one is too old or too wise to learn and to benefit from what has been learned. In the case of police relations with the public this adage is all too true. Good public relations is essential to the police department and the training of police officers in this element of police work.

Perhaps the most serious complaint in connection with public relations is the alleged prejudice shown toward certain minority groups. In the training program great emphasis is placed on the obligation of the police to perform their duties with strict impartiality and without regard to race, creed, or nationality. The importance of this regulation cannot be overemphasized, but complaints have come to the attention of this committee that at times it is disregarded. The committee urges constant attention to this problem and it commends the department for its training efforts and encourages it to expand and improve upon the program wherever possible.

(2) The integration of working teams in the department has also improved the public's view of the police department. Whereas prior to integration, the feeling was often expressed that segregation encouraged biased treatment of citizens; it is now said that the department, by practicing integration, has set an example which encourages impartial enforcement of the law.

(3) In the past, the youth bureau has made numerous contacts with youth in schools, outlining laws applicable to youth and seeking the cooperation of the student body in the enforcement of these laws. Assignment of youth bureau officers to meet with students in classes at individual schools, participation in school assembly programs, and formation of the Police-Youth Student Council are examples of this continuing work. Such contact with youth is important not only to curb juvenile crime, but to help create a positive image of the police which may endure throughout an individual's lifetime.

The youth bureau also meets with youth gangs which are causing trouble in the community. The tone of the meetings is friendly, but firm. Youth officers point out the consequences of continued antisocial behavior and discuss alternative constructive activities in which youth may participate. If it seems advisable, youth officers seek cooperation and help from the Neighborhood Service Organization which has group workers available to work with the gang and to plan constructive activities. This program has not only been instrumental in diverting gangs from disruptive and criminal behavior, but has helped create good will between future citizens and the police department.

(4) Provision is made for the department and the commissioner to present civilian awards to individuals or groups who have cooperated with the police in the apprehension of criminals, aided in the solution of crime or in some other way served the department and the community. These awards are useful in informing the community of the extent to which the police are dependent upon and appreciative of cooperation from the public. Similarly, the awards presented to policemen and policewomen for notably courageous actions focus the public's attention on the proper image of an officer and the police department.