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ABSTRACT

This monograph presents the first study of Negro police officers in Texas, the need for them and factors surrounding their use. It was felt that the need for Negro police officers was more than symbolic, and recommended fair representation in the agency that regulates their everyday life. Minority officers can provide a special competence in dealing with minority groups, as well as in helping to reduce stereotyping and prejudice of both blacks and whites. A brief questionnaire was sent to each county sheriff and major city police department throughout the state, inquiring about their employment practices, number of white and black officers, and percentage of crime committed by Negroes in their jurisdictions. Survey results, tabulated and correlated, indicated a definite pattern to the likelihood of Negro police officers being employed according to the environment and size of a jurisdiction, its degree of urbanization. As expected, rural jurisdictions had made the least progress in integration. Some county sheriffs showed hostility toward the study. It was recommended that the proportion of Negroes employed in Texas law enforcement be increased, particularly in the rural areas where the need is greatest, through active recruitment efforts. Suggestions for modification of recruitment techniques and for reassessment of duty assignments are given. (MF)

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The Negro Law Enforcement Officer In Texas

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For his initial advice and encouragement, heartfelt thanks is extended to James W. Sterling; Project Director of the Research, Development and Planning Division of The International Association of Chiefs of Police.

D.C.

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CHAPTER I

INTRODUCTION

In the early 1960's, members of the Negro race began to reap the benefits of a long but ceaseless Civil Rights movement. This nation, spurred by the judiciary, began a critical self-analysis of racial job discrimination. As a result, jobs and professions that were in the past an almost exclusive domain of the white member of society were at last unlocked to the Negro. A wide range of professions and organizations found themselves lacking in Negro employees and have taken positive steps to alleviate this deficiency.

The police profession has not gone untouched by this critical self-evaluation. Patrick V. Murphy, Director of Public Safety in the District of Columbia, told the National Advisory Commission on Civil Disorders:

I think one of the serious problems facing the police in the Nation today is the lack of adequate representation of Negroes in police departments. I think the police have not recruited enough Negroes in the past and are not recruiting enough of them today. I think we would be less than honest if we didn't admit that Negroes have been kept out of police departments in the past for reasons of racial discrimination.¹

I. THE PROBLEM

Theoretical formulation of the problem. National attention has been focused on the need for Negro police officers by the President's

¹Report of the National Advisory Commission on Civil Disorders (Washington: United States Government Printing Office, 1968), p. 316.

Commission on Law Enforcement and Administration of Justice in its Task Force Report: The Police. This report, a joint undertaking of the nation's noted law enforcement officers and scholars, involved the collaboration of Federal, State, local and private agencies, and hundreds of expert consultants and advisers. The recommendations of this study emphasize a pressing need for more racially integrated law enforcement agencies and increased recruitment and utilization of Negro police officers, stating, "In order to gain the general confidence and acceptance of a community, personnel within a police department should be representative of the community as a whole."² More recently, the National Advisory Commission on Civil Disorders, a broadly based research effort into the problems of the ghetto and resultant outbreaks of disorder, found the lack of Negro police officers a major cause of disharmony and disorder between the races. A primary and immediate recommendation of this report is that "Police departments should intensify their efforts to recruit more Negroes."³

With the notable exception of those studies initiated by the Federal government; The United States Civil Rights Commission, The National Advisory Commission on Civil Disorders and The President's Commission on Law Enforcement and Administration of Justice, there has been little comprehensive research of the Negro police officer. These studies, because of their national scope, have studied the Negro police

²The President's Commission on Law Enforcement and Administration of Justice, Task Force Report: The Police (Washington, D. C.: United States Government Printing Office, 1967), p. 167.

³Report of the National Advisory Commission on Civil Disorders, p. 316.

officer in general. Although there are, of course, many similarities between the Negro police officer of Texas and those of other states, many factors associated with or involving the Negro officer in Texas are unique.

No previous attempt has been made to study the problem as it specifically applies to Texas. For this reason, it was felt there existed a need for comprehensive statewide research of the subject. Without objective evaluation and analysis, innovation in this area will likely be slow.

Support for and interest in this research have come from many agencies and organizations. James Sterling, Project Director of the Research, Development and Planning Division of the International Association of Chiefs of Police, stated:

Your research concerning the utilization and effectiveness of Negro police officers in Texas is certainly a most timely and potentially productive subject area to explore. . . .

.....
we would greatly appreciate receiving a copy of your finished research.⁴

Others have shown interest in the findings of this study. The Population Research Center of the University of Texas at Austin states "Our office is very much interested in this project and would appreciate any information you find."⁵ James A. Wilson of the Texas Research League, said "Although our staff is unable to make a contribution to your study, the League would be most grateful to receive a copy of the results."⁶

⁴Letter from James Sterling to Donald Cole, October 18, 1968.

⁵Letter from Janice Cloud to Donald Cole, October 9, 1968.

⁶Letter from James A. Wilson to Donald Cole, February 21, 1969.

The Law Enforcement Assistance Administration of the United States Department of Justice, replied "Your study of the Negro police officer in Texas will no doubt add understanding to a problem we know too little of, and we would be very interested in seeing reports that result."⁷

Purpose. It is the purpose of this study to demonstrate the need for Negro police officers in Texas, to provide a current survey of the Negro police officer in Texas, and to analyze the results of this survey to determine influencing factors which contribute to their use.

For purposes of this study the following assumptions were made: (1) the community must be willing to recognize the need for a genuinely integrated police force; and (2) legitimate personnel deficiencies of the Negro must be confronted frankly and honestly.

It was the hypothesis of this study that the number of Negro police officers in a particular law enforcement jurisdiction will be significantly related and measurably correlated to these factors or criteria: jurisdictional level of the department--sheriff or police; department standards or requirements as to education, experience and training; department size (total number of officers); current police personnel interests in a community relations course; the percentage of total crime committed by Negroes; and county rank as to total population, Negro population, employed labor force, median income, ethnic ratio, land area (size), population density and average educational level.

⁷Letter from Paul E. Estaver to Donald Cole, October 9, 1968.

Problem. By all rights of human dignity, equality and justice, Negroes have the right to fair representation in the police agency which regulates their everyday life. However, the need for Negro police officers is more than symbolic. A study of professional opinion dealing with the subject indicates these practical reasons:

1. Minority officers can provide to a police department an understanding of minority groups; their languages, and subcultures, that it often does not have.
2. Personal knowledge of minority groups and slum neighborhoods can lead to information not otherwise available, to earlier anticipation of trouble, and to increased solution of crime.
3. Minority officers have a special competence in the fact that they get along better with and receive more respect from members of their own race.
4. The frequent contact of white officers with officers from minority groups on an equal basis can help to reduce stereotyping and prejudice of white officers.
5. The addition of minority group officers to police departments will improve police community relations, reduce racial tensions, and increase respect for law and order within the minority groups.⁸

Many police officials throughout the country have testified to the special competence of Negro law enforcement officers. The Chief of Police in Greenville, Mississippi, said, "One of the things that police all over the nation know is that Negro policemen can spot trouble in the Negro district faster and do what is needed better than whites."⁹ The Police Chief in Evansville, Indiana, said that Negro officers "are in a better position to control their districts due to the knowledge of

⁸Task Force Report: The Police, p. 167.

⁹U. S. Civil Rights Commission, Administration of Justice Staff Report (Washington, D. C.: United States Government Printing Office, 1963) ch. 11, p. 23.

their own people, personal acquaintances, hangouts, permanent residents and transients."¹⁰

Many Texas law enforcement officials also believe Negro officers have special competence in patrolling Negro neighborhoods. Joe Ellisor, Chief of Police in Bryan, stated:

. . . Negro officers have special competence in the securing of information which white officers cannot obtain, due to the fact the Negro does not completely trust the white officer. The Negro officer knows the Negro crime element better than the white officer.¹¹

T. O. Lang, Sheriff of Travis County, said "I feel Negro officers have special competence in patrolling Negro districts."¹² Various other law enforcement officials--Angleton Chief of Police Richard Kaufman, Brazoria County Sheriff Robert Gladney, Bell County Sheriff Lester Gunn and Austin Chief of Police R. A. Miles, agree to this special competence.¹³

Importance of the problem. Closely allied to the need for Negro police officers is a need for improved relations between the police and community. A current trend in progressive law enforcement is the increasing realization that the police image must be improved. "The need for strengthening police relationships with the communities they serve is critical today in the Nation's large cities and in many small

¹⁰Administration of Justice Staff Report, ch. 11, p. 24.

¹¹Letter from Joe Ellisor to Donald Cole, March 19, 1969.

¹²Letter from T. O. Lang to Donald Cole, April 2, 1969.

¹³Letter from Richard Kaufman to Donald Cole, March 3, 1969; Letter from Robert Gladney to Donald Cole, March 4, 1969; Letter from Lester Gunn to Donald Cole, March 6, 1969; and, Letter from R. A. Miles to Donald Cole, March 5, 1969.

cities and towns as well."¹⁴

It is in the minority segment of society that the police image is in greatest need of improvement. Many police officers realize their relationship with the public is poor. This attitude is reflected not only by statements of police officials, but also in police personnel surveys. One police department survey showed that over 70 percent of the personnel were acutely aware of citizen hostility and contempt directed toward their profession.¹⁵

There are serious implications for the police when relations with the Negro community are characterized by lack of confidence or hostility.

Poor police-community relations adversely affect the ability of the police to prevent crime and apprehend criminals. People hostile to the police are not so likely to report violations of law, even when they are the victims. They are even less likely to report suspicious persons or incidents, to testify as witnesses voluntarily, or to come forward and provide information.¹⁶

A further serious and far reaching implication of poor police-community relations is the fact that this situation can become self-perpetuating. Negro hostility, justified or not, can provoke further discrimination or lack of discretion on the part of white officers. Finally, this self-perpetuating hostility can affect the morale of the white police officer and result in diminished enthusiasm

¹⁴Task Force Report: The Police, p. 144.

¹⁵James Q. Wilson, Police Attitudes and Citizen Hostility, cited by Jerome H. Skolnick, Justice Without Trial: Law Enforcement in Democratic Society (New York: John Wiley and Sons, Inc., 1966), p. 62.

¹⁶Task Force Report: The Police, p. 144.

on the job.¹⁷

Many police administrators are aware of the seriousness of this problem. Two Dallas police officials have written: "One aspect of the sensitiveness and defensiveness of minority groups which should be of special concern to all police officers is the distrust and fear of the police these groups frequently have."¹⁸ Another has written that "since it is so necessary that the attitude of the public be favorable to the police, steps should be taken which will assure such an attitude."¹⁹

One solution by which to bridge this gap in understanding between the police and members of the Negro community would be the employment and utilization of Negroes as police officers.

The characteristics of personnel within a police department have a direct bearing upon police-community relations. If for example, police departments hire officers who are prejudiced against minority groups or who do not understand minority group problems, serious conflicts will develop. And if police departments, through their hiring or promotional policies, indicate that they have little interest in minority group officers, the minority community is not likely to be sympathetic toward the police.²⁰

Most law enforcement officials in Texas realize this. Brazoria County Sheriff Robert Gladney, states, "Negro deputies are one of my best assets, they have improved our relations with Negro neighborhoods and we are generally a lot closer to their race, removing a great barrier that we have experienced in the past, and providing better results in

¹⁷Task Force Report: The Police, p. 145.

¹⁸J. E. Curry, Glen D. King, Race Tensions and the Police (Springfield: Bannerstone House, 1962), p. 42.

¹⁹Paul H. Ashenhurst, Police and the People (Springfield: Bannerstone House, 1956), p. 5.

²⁰Task Force Report: The Police, p. 163.

general."²¹ George W. Bichsel, Chief of Police in San Antonio, agrees police-community relations are improved "in that employment of Negroes increases confidence of the Negro citizenry, and, therefore better information and cooperation."²² Sheriff Lester Gunn, who in 1968 employed the first Negro sheriff deputy in the history of Bell County, states:

I feel that the use of this Negro officer has improved our relations with Negro neighborhoods. Also, his assistance in the booking and handling of Negro prisoners has greatly improved the attitude and cooperation of said prisoners. His use in patrolling, and the serving of civil papers in Negro neighborhoods had made a world of difference in the overall situations, and has helped greatly in the control of rising Negro crime.²³

Opinions as to the competence of Negro officers range over a wide spectrum of thought. Brazoria County Sheriff Robert Gladney does not feel Negro officers are as of yet generally as competent as the white officer. He explains:

I think they are uneasy and have a general feeling of insecurity. They usually have the lack of educational background for this profession, even to our minimum requirements of a high school education.²⁴

San Antonio's Chief, George Bichsel, said when asked if he thought the Negro officer is as generally competent as the white officer, "not quite, but gaining."²⁵

Most police administrators however, feel the Negro officer is

²¹Letter from Robert Gladney to Donald Cole, March 4, 1969.

²²Letter from George Bichsel to Donald Cole, March 10, 1969.

²³Letter from Lester Gunn to Donald Cole, March 6, 1969.

²⁴Letter from Robert Gladney to Donald Cole, March 4, 1969.

²⁵Letter from George Bichsel to Donald Cole, March 10, 1969.

generally as competent as the white officer. R. A. Miles, Chief of Police in Austin, states "I feel that we have a group of Negro officers that are as competent as any other officer."²⁶ Bell County Sheriff Lester Gunn, says "It is believed that this officer is as able and as competent as any white officer. He has proven that he is able to handle any situation that has arisen."²⁷ Police Chiefs in Texas' two largest cities, Charles Batchelor in Dallas and H. B. Short in Houston, agree the Negro officer is as competent as the white officer.²⁸ In fact, Captain Harry Caldwell of the Houston Police Department, said "A study made last year in the Radio and Patrol Division showed that the average rating for black officers in the Division was a fraction of a percent higher than the average rating for white officer."²⁹

II. DEFINITIONS OF TERMS USED

Police officer. The term "police officer" shall be interpreted as meaning a full-time, legally commissioned, public law enforcement officer. Inclusive within the meaning of this term shall be county law enforcement officers, normally called sheriff deputies. This term shall be used interchangeably with the terms "law enforcement officer" or "law officer."

Jurisdiction. Law enforcement "jurisdiction" shall mean a

²⁶Letter from R. A. Miles to Donald Cole, March 5, 1969.

²⁷Letter from Lester Gunn to Donald Cole, March 6, 1969.

²⁸Letter from Charles Batchelor to Donald Cole, March 10, 1969; and Letter from H. B. Short to Donald Cole, March 6, 1969.

²⁹Bill Lee, "The Lot of Negro Policemen Has Improved Over Years," The Houston Chronicle, March 9, 1969, Sec. 3, p. 1.

jurisdiction limited by political boundaries in which duly constituted law enforcement powers are executed. Inclusive within the meaning of this term shall be city police departments, and county sheriff departments--their city limits, or county boundaries.

Law enforcement. The term "law enforcement" shall encompass within its meaning any person or organization which has the power, right, or authority to interpret and apply the laws of the State of Texas, or its political subdivisions.

Police official. The term "police official" shall be interpreted as meaning the administrative head of a law enforcement jurisdiction-- Chief of Police, or County Sheriff. This term will be used interchangeably with the terms "law enforcement official" and law enforcement administrator."

III. SUMMARY

A review of pertinent literature has been presented to establish the need for Negro police officers. A survey of professional opinion from various Texas law enforcement officials has been offered to substantiate and corroborate this need.

Progressive law enforcement officials recognize and advocate the utilization of Negro police officers. When given the chance, the Negro officer has proven his merit and competence in the law enforcement profession. Not only in large cities, but in rural counties of this state as well, the Negro officer is being accepted and utilized in increasing numbers.

In succeeding chapters of this study, a current survey of the Negro police officer in Texas will be provided and offered as a measure

of the progress made in integration of Texas law enforcement. Based upon the results of this personnel survey, an attempt will be made to determine those factors which influence or contribute to the number and use of Negro police officers.

CHAPTER II

A SURVEY OF NEGRO POLICE OFFICERS IN TEXAS

Although Negro police officers have been employed in a few Texas cities such as San Antonio and Houston since the 1920's, recognition of the usefulness and need for Negro officers is generally a new development in Texas law enforcement.¹ It was not until 1968 that the first Negro was commissioned into the Texas Department of Public Safety, and, according to Wilson E. Speir, Director of the Department, there are now only 4 Negro officers out of a total 1,143 Highway Patrolmen, Intelligence Agents and Narcotics Agents.²

Because Negro officers were never before utilized in significant numbers, there have been no previous surveys of Negro police personnel in the State of Texas. Perhaps another reason for lack of research in this area is the controversial nature of the subject. The issue of Negro police officers is still, in many law enforcement jurisdictions of Texas, an issue clouded with political, social, and emotional bias.

Although most departments were cooperative and helpful in this survey, many showed a marked sensitivity and defensiveness when approached. Some departments, although few, showed outright resentment and hostility toward this study. The word "Negro," when used in innocuous and

¹Letter from San Antonio Chief of Police George Bischel to Donald Cole, March 10, 1969; Bill Lee, "The Lot of Negro Policemen Has Improved Over Years," The Houston Chronicle, March 9, 1969.

²Letter from Wilson E. Speir to Donald Cole, March 6, 1969.

legitimate questions about police procedure or tactics, suggested to some police officials an accusation of prejudice or discrimination. Such sensitivity and defensiveness is understandable. Too often in the past, academic inquiry into the area of law enforcement has itself been characterized by bias or one-sided approach. Academicians, in their concentration on theoretical problems of law enforcement, have sometimes failed to understand the practical problems of police officials. This fact has not gone unnoticed by such officials and partially explains the resultant sensitivity and defensiveness toward academic research. More specifically, the controversial and emotional nature of this subject--which is essentially racial--has no doubt at times resulted in unjustified criticisms of the law enforcement profession.

This study made every attempt possible to understand the special problems associated with Negro police officers. It was not the purpose of the survey to insinuate or make accusations of prejudice or discrimination. Rather, the philosophy and intent of this study was to examine and appraise progress made thus far in the utilization of Negro police officers in Texas law enforcement. To accomplish this, it was necessary to determine and delineate by survey the extent and location of Negro law enforcement personnel throughout the State.

I. THE STUDY SAMPLE

An analysis of Texas population trends indicates that many counties do not have significant Negro populations--most Negroes were found to live primarily in either the widely dispersed metropolitan counties, or in rural East Texas counties. It was found that by including the top 25 counties of Texas as to Negro population, and 27

additional counties which are 25 percent or more Negro, 80.1 percent of Texas' Negroes are included in only 52 of the 254 counties.³ Within these 52 counties live 950,955 of the State's 1,187,125 Negroes.⁴ These 52 counties, representing 80.1 percent of Texas' Negro population, are the study sample of this survey.

II. THE SURVEY QUESTIONNAIRE

The wide geographical dispersion of the survey sample necessitated the use of a mail questionnaire. To determine the current number of Negro police officers in the State of Texas, and obtain an understanding of the factors which contribute to their use, this questionnaire was mailed to the various sample law enforcement jurisdictions throughout the State.

Sheriff's departments in all 52 counties of the study sample received the questionnaire. In addition, the major police department in those counties with a city or town large enough to maintain a police department, also received the questionnaire. Receiving the questionnaire were 52 sheriff and 43 police departments. In order to assure speedy and authoritative attention, the questionnaires were addressed specifically to the Sheriff or Chief of Police.

The one page questionnaire (see Appendix, page 73) was designed to be short, concise, and conveniently answered. Questions were asked

³The basis for this determination was from 1960 United States Bureau of Census figures as published in the section on Texas Population, the 1964-1965 Texas Almanac (42nd ed.), p. 111.

⁴Texas Almanac, p. 111.

in such a manner as to secure objective, quantitative answers. Because of the controversial nature of the subject, words which might have cast an emotional, political or social bias to the question were avoided. Although a cover letter was attached to each questionnaire explaining the purpose of the study, (see Appendix, page 72) response results were initially disappointing. It was necessary to employ four additional follow-up mailings to achieve the final 93 percent of response. The 93 percent response represents 88 returned questionnaires from the 95 originally queried jurisdictions.

III. DISTRIBUTION OF QUESTIONNAIRE RESPONSE

Table I provides information regarding distribution of jurisdictional level responses to the questionnaire.

Sheriff Departments comprise 52.27 percent of the questionnaire responses. Of the 52 Sheriff Departments sent questionnaires, 46 responded, six did not. The response rate of questionnaires sent to Sheriff Departments is 88 percent.

Police Departments comprise 47.73 percent of the questionnaire responses. Of the 43 Police Departments sent questionnaires, 42 responded, one did not. The response rate of questionnaires sent to Police Departments is 98 percent.

The discrepancy between response rates of Sheriff and Police Departments is interesting. As mentioned before, it was necessary to employ four follow-up mailings of the questionnaire. The great majority of the follow-ups went to Sheriff Departments rather than Police, and without this persistent follow-up, the response rate of Sheriff Departments would have been much lower.

In Texas, the position of Sheriff is political—he is elected. The job does not always attract the experienced law enforcement officer. It was found that Police Chiefs tend to be more cooperative than Sheriffs. In most cases Police Chiefs are experienced in law enforcement, and especially true in the larger cities, they are more likely to be better educated. Police Chiefs do at least have a more cooperative attitude than Sheriffs toward acknowledging and responding to academic questionnaires and personal letters.

TABLE I
DEPARTMENT JURISDICTIONAL LEVELS

Type of Department	Frequency of Departments	Percentage
Sheriff	46	52.27
Police	<u>42</u>	<u>47.73</u>
TOTAL	88	100.00

Table II reports the frequency distribution of the 88 responding departments as to education requirements. Forty-four departments, which comprise 50.00 percent of the responses, required a high school diploma of their personnel. Forty-two of the departments, which comprise 47.73 percent of the responses, did not require a high school diploma. Two responses, which comprise 2.27 percent of the 88 total, left this portion of the questionnaire unanswered.

It is worthy of note that this sample of Texas police departments, in which only 50.00 percent of the departments required a high school diploma, does not compare favorably with the national rate. More than

70 percent of the nation's police departments have set the high school diploma level as an educational requirement for employment.⁵ This would indicate that Texas law enforcement standards as to education lag behind those of other states. There is doubt whether the quality of Texas law enforcement will significantly improve until higher educational requirements are established for its personnel. According to the President's Commission on Law Enforcement and Administration of Justice:

All departments should immediately establish a requirement that no person be employed in a sworn capacity until he has received a high school diploma and has demonstrated by appropriate achievement tests the ability to perform successfully college level studies. Cities and counties which fail to recognize the vital necessity of upgrading the educational standards of their departments are guilty of perpetuating ineffective police service and are not providing their citizens with adequate police service and protection.⁶

TABLE II
DEPARTMENTAL STANDARDS AS TO EDUCATION

Education	Frequency of Departments	Percentage
High School Diploma	44	50.00
No High School Diploma	42	47.73
No Information	2	2.27
TOTAL	88	100.00

Table III describes the distribution of departments as to prior experience requirements in law enforcement. Of the 88, only 11 departments required previous experience in law enforcement as a

⁶Task Force Report: The Police, p. 126.

condition of employment—75 did not. Again, two departments left this portion of the questionnaire unanswered.

TABLE III
DEPARTMENTAL STANDARDS AS TO EXPERIENCE

Experience	Frequency of Departments	Percentage
Experience Required	11	12.50
No Experience Required	75	85.23
No Information	2	2.27
TOTAL	88	100.00

Table IV reports the distribution of departments which do, or do not have a formal period of training for newly employed officers. Forty-nine departments, which comprise 55.68 percent of the total, have a formal period of training. Thirty-seven departments, or 42.05 percent do not have a formal period of training. Two departments did not answer this portion of the questionnaire.

It is surprising that only 55 percent of the Texas law enforcement jurisdictions in this study have a formal period of training for new officers. A 1966 survey by the International Association of Chiefs of Police indicated that 97 percent of the responding departments had formal training programs.⁷ This would indicate that Texas law enforcement agencies compare unfavorably with those of other states as to formal training for new officers. According to the President's

⁷Task Force Report: The Police, p. 10.

Commission on Law Enforcement and Administration of Justice:

No person, regardless of his individual qualifications, is prepared to perform police work on native ability alone. Aside from individual intelligence, prior education, judgment, and emotional fitness, an officer must receive extensive vocational training before he can understand the police task and learn how to fulfill it.⁸

Such training was not provided by 42 percent of the study sample departments.

TABLE IV
DEPARTMENTS WITH FORMAL TRAINING PROGRAMS

Formal Training Programs	Frequency of Departments	Percentage
Formal Training	49	55.68
No Formal Training	37	42.05
No Information	<u>2</u>	<u>2.27</u>
TOTAL	88	100.00

Table V lists the distribution of department personnel strengths and their frequency of response. Forty-four, or 50.00 percent of the responding departments, had a total of ten or fewer officers. The remaining 44 responding departments increase in size up to 1,540 officers.

It is worthy of note that in 43 percent of the study sample departments, in which there is reasonable justification for the need of Negro officers in all, there are in fact, none. Another 18 percent of the departments employ only one Negro officer.

⁸Task Force Report: The Police, p. 137.

TABLE V
PERSONNEL STRENGTHS OF DEPARTMENTS

Number of Officers	Frequency of Departments	Percentage
0-10	44	50.00
11-20	11	12.50
21-30	7	7.95
31-40	3	3.41
41-50	2	2.27
51-60	2	2.27
61-70	3	3.41
71-80	1	1.14
81-100	1	1.14
101-120	1	1.14
121-140	1	1.14
141-150	1	1.14
151-190	1	1.14
191-210	1	1.14
211-250	1	1.14
251-260	1	1.14
261-350	1	1.14
351-390	1	1.14
391-560	1	1.14
561-730	1	1.14
731-1,490	1	1.14
1,491-1,500	1	1.14
1,501-1,540	1	1.14
TOTAL	88	100.00

Table VI lists the distribution and frequency of Negro police officers in the 88 sample departments. Thirty-eight departments, or 43.18 percent had no Negro officers. Sixteen departments, or 18.18 percent, had only one Negro officer. The remaining 34 departments had from two to 53 Negro officers.

TABLE VI
NUMBER OF NEGROES WITHIN DEPARTMENTS

Number of Negroes	Frequency of Departments	Percentage
0	38	43.18
1	16	18.18
2	14	15.91
3	6	6.82
5	1	1.14
6	1	1.14
9	1	1.14
10	1	1.14
11	2	2.27
12	2	2.27
14	1	1.14
15	1	1.14
17	1	1.14
23	1	1.14
53	1	1.14
No Information	1	1.14
	<u>1</u>	<u>1.14</u>
TOTAL	88	100.00

Table VII describes the distribution of those departments in which current personnel were interested in the subject of community relations. The personnel of 37 departments, which comprise 42.05 percent of the total, indicated interest in the subject of community relations. Personnel in 47 departments, 53.41 percent of the total, indicated no interest in community relations. Four departments left

this portion of the questionnaire unanswered.

TABLE VII
EDUCATIONAL INTERESTS OF PERSONNEL IN COMMUNITY RELATIONS

Interests as to Community Relations	Frequency of Departments	Percentage
Interested	37	42.05
Not Interested	47	53.41
No Information	<u>4</u>	<u>4.55</u>
TOTAL	88	100.00

Table VIII lists the Police Chief's or Sheriff's estimation of crime committed by Negroes within their respective jurisdictions. The percentage of crime committed by Negroes varies from a low of 10 percent in one jurisdiction to a high of 98 percent in another. Fourteen departments failed to answer this portion of the questionnaire.

The individual department responses are presented in Table IX. Included in this table are those departments which failed to respond to any of the repeated questionnaires.

Table X lists in alphabetical order the counties of this survey and their respective demographic data. This table should be useful in comparing and contrasting Negro and white populations and their proportion of representation in police and sheriff departments.

TABLE VIII

ESTIMATED PERCENTAGE OF CRIME COMMITTED BY NEGROES

Percentage	Frequency of Departments	Percentage
10	1	1.14
15	2	2.27
20	5	5.68
22	1	1.14
23	1	1.14
25	2	2.27
27	2	2.27
30	5	5.68
35	2	2.27
40	7	7.95
45	3	3.41
48	1	1.14
50	13	14.77
52	1	1.14
55	2	2.27
60	9	10.23
64	1	1.14
65	4	4.55
66	1	1.14
70	2	2.27
75	5	5.68
80	2	2.27
85	1	1.14
98	1	1.14
No Information	<u>14</u>	<u>15.91</u>
TOTAL	88	100.00

TABLE IX
PERSONNEL CHARACTERISTICS OF SAMPLED DEPARTMENTS

Department	Total Number Officers	Negro Officers	High School Education Required	Formal Experience Required	Formal Training Period	Educational Interests: Community Relations	Estimated Percentage of Negro Crime
Harris Co. Sheriff	399	12	yes	no	yes	yes	48
Houston Police	1,532	53	yes	no	yes	yes	..
Dallas Co. Sheriff*							
Dallas Police	1,492	23	yes	no	yes	yes	55
Tarrant Co. Sheriff	142	15	yes	no	no	no	50
Fort Worth Police	565	6	yes	no	yes	yes	64
Jefferson Co. Sheriff	43	3	no	no	yes	no	35
Beaumont Police	154	2	no	no	no	no	..
Port Arthur Police	81	9	no	no	yes	yes	52
Bexar Co. Sheriff	215	11	no	no	yes	yes	..
San Antonio Police	735	14	no	no	yes	yes	15
Galveston Co. Sheriff	50	5	no	yes	yes	no	..
Galveston Police	72	17	yes	no	yes	yes	25
Travis Co. Sheriff	66	3	yes	no	yes	yes	30
Austin Police	260	10	yes	no	yes	yes	..
McLennan Co. Sheriff	22	1	..	..	..	..	..
Waco Police	125	2	yes	no	yes	no	27

TABLE IX (continued)

Department	Total Number Officers	Negro Officers	High School Education Required	Formal Experience Required	Formal Training Period	Educational Interests: Community Relations	Estimated Percentage of Negro Crime
Smith Co. Sheriff* Tyler Police	67	3	yes	no	yes	yes	65
Harrison Co. Sheriff Marshall Police	8 37	0 3	no ..	no ..	yes ..	no no	60 ..
Gregg Co. Sheriff Longview Police Kilgore Police	22 62 22	2 10 2	no yes yes	no no no	yes yes no	yes yes yes	50 .. 50
Bowie Co. Sheriff Texarkana Police	10 35	0 1	no yes	no no	no no	no no	.. 40
Lubbock Co. Sheriff Lubbock Police	25 198	0 3	no yes	yes no	no yes	.. yes	.. 27
Bell Co. Sheriff Temple Police*	18	1	yes	no	yes	yes	40
Kileen Police Belton Police	25 7	1 0	yes no	no no	no yes	yes yes	22 20
Rusk Co. Sheriff Henderson Police	8 15	0 2	yes no	yes no	yes yes	no yes	.. 60
Ellis Co. Sheriff Waxahachie Police Ennis Police	14 17 15	0 1 2	no yes no	no no no	yes no no	yes no yes	40 75 50

TABLE IX (continued)

Department	Total Number Officers	Negro Officers	High School Education Required	Formal Experience Required	Formal Training Period	Educational Interests: Community Relations	Estimated Percentage of Negro Crime
Nueces Co. Sheriff	55	2	no	no	no	no	20
Corpus Christi Police	250	11	yes	no	yes	yes	10
Brazos Co. Sheriff	10	1	no	no	yes	no	40
Bryan Police	42	5	..	..	..	..	..
Brazoria Co. Sheriff	40	2	yes	no	yes	no	25
Alvin Police	9	0	yes	no	yes	no	30
Lake Jackson Police	7	0	yes	yes	yes	yes	20
Angleton Police	8	1	no	yes	yes	yes	15
Freeport Police	18	0	yes	no	yes	yes	20
Kaufman Co. Sheriff	6	0	yes	yes	no	no	50
Kaufman Police	5	1	no	no	no	no	45
Terrell Police	9	2	no	no	no	no	75
Wichita Co. Sheriff	11	0	no	yes	yes	no	20
Wichita Falls Police	108	2	yes	no	yes	yes	30
El Paso Co. Sheriff*	359	NDM	yes	no	yes	..	..
El Paso Police							
Navarro Co. Sheriff	6	0	no	no	no	no	55
Corsicana Police	29	3	yes	no	yes	no	65
Cherokee Co. Sheriff	4	0	yes	yes	no	yes	23
Rusk Police	4	0	no	no	no	no	40
Jacksonville Police	13	2	yes	no	yes	yes	75

TABLE IX (continued)

Department	Total Number Officers	Negro Officers	High School Education Required	Formal Experience Required	Formal Training Period	Educational Interests: Community Relations	Estimated Percentage of Negro Crime
Anderson Co. Sheriff	7	0	no	no	no	yes	30
Palestine Police	20	0	yes	no	yes	yes	45
Nacogdoches Co. Sheriff	6	0	no	no	yes	yes	50
Nacogdoches Police	31	2	yes	no	yes	yes	70
Houston Co. Sheriff*	6	2	no	no	no	no	..
Crockett Police	4	1	yes	no	yes	no	50
Walker Co. Sheriff	14	2	yes	no	yes	no	35
Huntsville Police	4	1	yes	no	no	yes	30
Cross Co. Sheriff	3	0	no	no	no	no	60
Falls Co. Sheriff	7	1	no	no	no	no	75
Waller Co. Sheriff	4	1	yes	no	yes	no	63
Washington Co. Sheriff	9	1	no	no	no	no	60
Brenham Police	5	0	no	no	no	no	80
Bastrop Co. Sheriff	3	1	no	no	no	no	98
Bastrop Police	3	0	no	no	no	no	50
Shelby Co. Sheriff	4	0	no	no	yes	no	60
Center Police							

TABLE IX (continued)

Department	Total Number Officers	Negro Officers	High School Education Required	Formal Experience Required	Formal Training Period	Educational Interests: Community Relations	Estimated Percentage of Negro Crime
Panola Co. Sheriff	3	0	no	no	no	no	50
Carthage Police	7	0	yes	no	yes	yes	65
Freestone Co. Sheriff	3	0	no	no	no	no	40
Grimes Co. Sheriff*							
Marion Co. Sheriff	3	0	no	yes	no	yes	85
Polk Co. Sheriff	5	0	yes	yes	no	no	50
Livingston Police	2	0	yes	yes	yes	no	50
Leon Co. Sheriff	3	0	no	no	yes	no	40
Burleson Co. Sheriff	3	0	yes	no	yes	no	50
Caldwell Police	3	0	yes	no	yes	no	60
Morris Co. Sheriff	3	0	no	no	no	no	60
San Jacinto Co. Sheriff	3	1	no	no	yes	yes	70
San Augustine Co. Sheriff	3	0	yes	no	no	no	75
Camp Co. Sheriff	2	0	no	no	no	no	80
Robertson Co. Sheriff	5	1	yes	no	no	no	65

TABLE IX (continued)

Department	Officers	Officers	High School Education Required	Formal Experience Required	Formal Training Period	Educational Interests: Community Relations	Estimated Percentage of Negro Crime
Trinity Co. Sheriff	5	0	no	no	no	no	60
Sabine Co. Sheriff	2	0	yes	no	no	no	50
Madison Co. Sheriff	2	0	yes	no	yes	yes	60
Newton Co. Sheriff*							
Limestone Co. Sheriff	4	0	no	no	no	no	45
Upshur Co. Sheriff	4	0	no	no	no	no	..

* Failed to respond to questionnaire.

.. Left unanswered on returned questionnaire.

NIM No distinction made as to race.

TABLE X
COUNTY DEMOGRAPHIC DATA

County	Total Population	Total Whites	Total Negro	Total Employed	Median Income	Ethnic Ratio	Land Area	Population Density	Educational Level
Anderson	28,162	19,303	8,358	9,268	\$3,639	68.54	1,067	26.39	9.3
Bastrop	16,925	9,589	5,291	5,435	2,805	56.65	885	19.12	7.8
Bell	94,097	73,250	10,651	23,739	3,981	77.84	1,044	90.13	10.6
Bexar	687,475	487,158	45,314	205,376	4,766	70.86	1,247	551.30	9.9
Bowie	59,971	44,453	14,364	19,956	4,082	74.12	903	66.41	9.5
Brazoria	76,200	62,050	9,073	25,112	6,038	81.43	1,422	53.58	10.5
Brazos	44,895	31,252	9,340	15,613	4,064	69.61	583	77.00	11.0
Burleson	11,177	6,327	3,497	3,434	2,451	56.60	679	16.46	7.8
Camp	7,849	4,825	2,984	2,378	3,276	61.47	190	41.31	9.2
Cass	23,496	16,424	6,972	6,564	3,361	69.90	950	24.73	8.7
Cherokee	33,120	24,137	8,522	10,817	2,971	72.87	1,048	31.60	8.8
Dallas	951,527	754,219	137,954	391,624	6,188	79.26	892	1,066.73	12.0
El Paso	314,070	185,758	8,571	86,946	5,157	59.14	1,054	297.97	11.1
Ellis	43,395	30,555	10,243	15,759	3,900	70.41	951	45.63	9.3

TABLE X (continued)

County	Total Population	Total Whites	Total Negro	Total Employed	Median Income	Ethnic Ratio	Land Area	Population Density	Educational Level
Falls	21,263	11,683	6,955	6,919	\$2,287	54.94	761	27.94	8.1
Freestone	12,525	7,466	4,918	4,147	2,361	59.60	861	14.54	8.7
Galveston	140,364	93,188	29,846	50,797	5,375	66.39	429	327.18	10.2
Gregg	69,436	52,369	15,891	25,540	5,033	75.42	284	244.49	10.7
Grimes	12,709	6,959	4,844	4,090	2,223	54.75	801	15.86	8.0
Harris	1,243,158	886,484	246,351	470,452	6,040	71.30	1,711	726.56	11.3
Harrison	45,594	25,161	19,740	14,446	3,723	55.18	892	51.11	9.4
Houston	19,376	11,546	7,444	5,608	1,901	59.58	1,232	15.72	8.7
Jefferson	245,659	175,030	57,171	86,837	6,001	71.24	945	259.95	10.8
Kaufman	29,931	20,215	8,931	9,884	3,460	67.53	814	36.77	8.7
Leon	9,951	6,078	3,796	2,978	1,946	61.07	1,099	9.05	8.6
Limestone	20,413	14,115	5,804	6,502	2,597	69.14	932	21.90	8.6
Lubbock	156,271	134,805	12,306	56,619	5,425	86.26	892	175.19	11.6
Madison	6,749	4,433	2,236	2,077	2,111	65.68	478	14.11	8.7
Marion	8,049	3,746	4,210	2,261	2,351	46.53	375	21.46	8.8

TABLE X (continued)

County	Total Population	Total Whites	Total Negro	Total Employed	Median Income	Ethnic Ratio	Land Area	Population Density	Educational Level
McLennan	150,091	114,228	24,036	52,496	\$4,684	76.10	1,034	145.15	10.2
Morris	12,576	9,033	3,384	3,751	4,912	71.82	260	48.36	9.8
Nacogdoches	28,046	20,184	7,508	9,658	3,000	71.96	933	30.06	9.1
Navarro	34,423	25,091	8,531	12,431	3,247	72.89	1,084	31.75	9.0
Newton	10,372	6,832	3,446	2,624	2,548	65.86	941	11.02	8.0
Nueces	221,573	172,707	10,108	69,410	4,908	77.94	838	264.40	10.1
Panola	16,870	11,555	5,174	5,084	3,340	68.49	880	19.17	8.9
Polk	13,861	9,333	4,068	3,910	2,806	67.33	1,094	12.67	8.3
Robertson	16,157	8,263	6,543	4,834	2,468	51.14	873	18.50	8.1
Rusk	36,421	25,418	10,596	12,196	3,862	69.78	937	38.86	9.6
Sabine	7,302	5,382	1,892	2,244	2,517	73.70	554	13.18	7.9
San Augustine	7,722	4,677	3,009	2,105	2,233	70.56	551	14.01	8.0
San Jacinto	6,153	2,896	3,208	1,551	1,737	47.06	619	9.94	7.3
Shelby	20,479	15,073	5,248	6,342	2,570	73.60	819	25.00	8.4
Smith	86,472	61,210	23,341	32,081	4,603	70.78	922	93.78	10.6

TABLE X (continued)

County	Total Population	Total Whites	Total Negro	Total Employed	Median Income	Ethnic Ratio	Land Area	Population Density	Educational Level
Tarrant	538,956	453,400	59,026	101,852	\$5,697	84.12	860	626.69	11.5
Travis	212,136	162,683	26,863	77,451	5,058	76.68	1,015	209.00	11.6
Trinity	7,539	5,426	2,031	2,311	2,341	71.97	704	10.70	8.2
Upshur	19,793	14,523	5,123	5,926	3,661	73.37	586	33.77	9.2
Walker	21,475	13,795	7,005	5,790	2,787	64.23	786	27.32	8.7
Waller	12,071	4,913	6,466	4,255	3,219	40.70	507	23.80	9.4
Washington	19,145	9,797	6,106	6,391	2,614	51.17	611	31.33	7.7
Wichita	123,528	107,897	8,701	40,025	5,322	87.34	612	201.84	11.5

Source: United States Bureau of the Census, Eighteenth Census of the United States: 1960, as published in the section on Texas Population, the 1964-1965 Texas Almanac, (42nd ed.) p. 111.

CHAPTER III

ANALYSIS OF FACTORS ASSOCIATED WITH NEGRO

POLICE OFFICERS

It was hypothesized that the extent or number of Negro officers in a police or sheriff department is related to: (1) certain basic characteristics of that department; and (2) various geographic, economic, and social aspects of that department's political organization--its county. From these two general areas, fifteen hypotheses were reasoned. The fifteen hypotheses of the study and an explanation for each are listed below. Later sections of this chapter will describe the methods of analysis employed to determine these relationships, and will present the results of such analysis.

I. EXPLANATIONS

Jurisdictional level of department--sheriff or police. It was assumed that police departments, because of their urban environment, would be more progressive in the hiring of Negroes than would be sheriff departments, because of their rural environment. It was therefore hypothesized that the number of Negroes employed in a specific department would be related to the type of department, and that police departments would more likely employ a greater number of Negro officers than would sheriff departments.

Minimum education standards or requirements. It was expected that departments requiring the minimum of a high school diploma for employment would generally be more progressive toward the hiring of

Negro officers. Various studies support the proposition that better educated persons are less prejudiced toward Negroes than the poorly educated.¹ It therefore seemed logical to hypothesize that departments with higher educational standards would more likely hire Negroes in greater number than would those departments which do not require a high school diploma.

Previous experience requirements. It was believed that departments which required previous experience in law enforcement would be more apt to employ Negro officers. Prior to this survey, the author had discovered that many Negro police officers had served in the various branches of military police. It therefore seemed logical to hypothesize that departments which required previous experience in law enforcement might be more willing to employ those Negroes with proven military police experience. The Department of Defense has a program to help police departments recruit returning Negro servicemen.²

Formal training periods. It was assumed that those departments which have periods of formal training for new officers would be more progressive in hiring Negro officers. This was reasoned because it would seem that departments which have such training, would be generally the more forward-looking and up-to-date, and therefore more likely to be liberal in the hiring of minority group officers. It was also expected that such training would likely characterize larger and more

¹Robin M. Williams, Jr., Strangers Next Door: Ethnic Relations in American Communities (Englewood Cliffs: Prentice Hall, Inc., 1964), p. 54.

²Report of the National Advisory Commission on Civil Disorders (Washington: United States Government Printing Office, 1968) p. 316.

progressive departments, which would likely have more Negro officers.

Total numerical strength of departments. It was expected that larger departments, because of their increased likelihood of urban environment, greater social awareness and resultant pressures, superior police professionalization, and generally more progressive attitudes, would be more apt to have Negro officers. It therefore seemed logical to hypothesize that such departments would employ more Negro officers than would smaller departments, and that as numerical strengths of the departments increase, so will the likelihood of Negro officers.

Personnel interests in community relations course. It was believed that departments in which personnel indicated interest in a community relations course would be more likely to employ Negro officers. This supposition was based on the assumption that such educational interests in the social field would indicate a progressive attitude toward racial matters. It therefore seemed logical to hypothesize a relationship between such interests and the number of Negro officers employed.

Percent of crime committed by Negroes. It was believed that Negro crime should be negatively related to number of Negro police officers—that is, as the number of Negro officers increases, the incidence of Negro crime should be less. Such a hypothesis seemed logical, for if Negro officers have special competence in controlling Negro crime, then such crime should decrease as the number of Negro officers increases.

Total population of county. It was assumed that the total population size of a county (number of people) would influence the number of Negro officers in the law enforcement jurisdictions of that

county. More heavily populated counties were expected to be more urban, and therefore perhaps more liberal and progressive in the hiring of Negro officers. It therefore seemed logical to hypothesize that the aggregate size of the county's population should be related to the occurrence of Negro officers in that county.

Negro population of county. It was believed that the greater the number of Negroes in a county, the greater the likelihood of Negro representation in law enforcement jurisdictions of that county. This hypothesis was based on the assumption that as the number of Negroes in a county increases arithmetically, then so does the chance of their selection or employment as law enforcement officers.

Employed labor force of county. The size of a county's employed labor force should indicate the size of that county's population. As mentioned before, county population size should be related to, and influence the number of Negro police officers employed in that county. For these reasons, it was hypothesized that the size of a county's employed labor force should also be related to the likelihood of Negro police officers being employed.

Median income of county. Median income is an excellent index of a county's economic and industrial growth. Economic growth should characterize urban metropolitan areas, and for the before mentioned reasons, such areas should be more likely to employ Negro police officers. It therefore seemed logical to hypothesize that the number of occurring Negro officers should be related to county median income.

Ethnic ratio of county. It seemed logical to assume that a county's ethnic ratio,--proportion of whites to Negroes--should affect

the chance or occurrence of Negro police officers in that county. The greater the proportion of Negroes in a county, the larger should be their representation on police forces. For this reason, such a hypothesis was made.

County land area in square miles. It was believed that larger counties in area would be more likely to have larger populations, and therefore a greater number of Negroes. The hypothesis was therefore made that a relationship would occur between land area of a county and number of Negro police officers in the county.

County population density. It was expected that population density--people per square mile--would influence the occurrence of Negro officers in a county. The explanation for this assumption is that as population density increases or decreases, then so should the urban or rural nature of the county. For before mentioned reasons, urban or rural characteristics of a population should influence the degree of racial tolerance in that county, and, thereby, the likelihood of hiring Negro police officers.

County educational level. The educational level of a county--average number of school years completed--should serve as an indication of that county's racial and social latitude. As mentioned before, better educated people tend to be less prejudiced and more understanding of racial minorities. It was also expected that higher educational levels would occur in urban rather than rural areas.

II. METHODS

Information for this study was gathered from two basic sources. Departmental characteristics of the study sample were determined by use

of a questionnaire survey, as explained in Chapter II. The geographic, economic, and social information concerning the counties of these departments was taken from the most recently published report of the United States Bureau of the Census.³ The sixteen variables of the study and an abbreviation of each are listed below.

List of Variables	Abbreviation
1 Jurisdictional level--sheriff or police	JurLevSP
2 Minimum Education Requirements	MinEdR
3 Previous Experience Requirements	PreExpr
4 Formal Training Periods	ForTP
5 Total Numerical Strength of Department	TotNSD
6 Negro Officers in Department	NegOD
7 Personnel Interests in Community Relations Course	PerICR
8 Percent of Crime Committed by Negroes	PerCCN
9 County Rank: Total Population	CoRTP
10 County Rank: Negro Population	CoRNP
11 County Rank: Employed Labor Force	CoRELF
12 County Rank: Median Income	CoRMI
13 County Rank: Ethnic Ratio	CoRER
14 County Rank: Land Area	CoRLA
15 County Rank: Population Density	CoRPD
16 County Rank: Educational Level	CoREL

For purposes of this study, relationship between the number of Negro officers in a department and the various factors of the study will be examined and expressed by the statistic of correlation. Simply stated, correlation is the tendency of two measures to correspond in relative magnitude.⁴ A quantitative index by which to describe the degree of correlation between two sets of variables is called correlation coefficient. Correlation coefficient is an index number which varies

³United States Bureau of the Census, Eighteenth Census of the United States: 1960, cited in the section on Texas Population, the 1964-1965 Texas Almanac, (42nd ed.) p. 111.

⁴Paul Blommers and E. F. Lindquist, Elementary Statistical Methods (Boston: Houghton Mifflin Co., 1960) p. 361.

between +1.00 and -1.00 and expresses the relationship between two variables. The size of a correlation coefficient will indicate the degree of relationship between two variables.

Correlations may be "negative," to some degree, "positive," to some degree, or zero. A negative correlation means that as one variable increases, the variable to which it is being compared will decrease. A positive correlation means that as one variable increases, so does the variable to which it is being compared. A zero correlation indicates that no relation exists between variables which are being compared.⁵

To compute this statistic, the Pearson product-moment correlation coefficient was used.⁶ In order to employ this method of analysis, the raw county census data was reduced to its rank of order. For example, Harris County, which had 246,351 Negroes, was ranked "one" because it has more Negroes than any other county. Ranks of the study sample counties were then tested for correlation to the various departmental characteristics of the study sample law enforcement jurisdictions.

Because demographic data for each individual city and town is difficult to obtain, the data of their respective county was used for this purpose. For example, departmental characteristics of the Houston Police Department were tested for correlation to the demographic data of Harris County. Table XI reports the respective county rank orders utilized for this purpose.

⁵John C. Townsend, Introduction to Experimental Method, (New York: McGraw Hill Co., 1953) p. 160.

⁶Elementary Statistical Methods, p. 374.

TABLE XI
COUNTY RANK ORDERS^a

County	Total Population	Total Negro	Total Employed	Median Income	Ethnic Ratio	Land Area	Population Density	Educational Level
Anderson	55	25	55	147	213	58	71	150
Bastrop	106	48	108	207	241	167	109	228
Bell	17	14	23	114	163	66	21	54
Bexar	3	5	3	57	201	37	4	100
Bowie	27	12	25	106	181	146	25	135
Brazoria	20	19	21	14	146	26	27	57
Brazos	32	18	32	108	210	233	23	42
Burleson	141	68	152	231	242	219	119	230
Camp	175	76	181	177	232	253	40	159
Cass	67	34	82	172	207	88	78	185
Cherokee	49	24	49	194	194	65	59	179
Dallas	2	2	2	8	155	161	1	6
El Paso	5	22	5	41	239	63	6	32
Ellis	33	16	30	121	205	86	37	152

TABLE XI (continued)

County	Total Population	Total Negro	Total Employed	Median Income	Ethnic Ratio	Land Area	Population Density	Educational Level
Falls	75	35	74	241	244	207	66	218
Freestone	133	52	132	234	237	179	130	187
Galveston	13	6	12	32	221	241	5	80
Gregg	22	11	20	46	172	247	9	52
Grimes	130	54	133	243	245	199	123	221
Harris	1	1	1	13	198	14	2	22
Harrison	30	10	33	134	243	162	29	146
Houston	88	30	106	248	238	38	124	184
Jefferson	6	4	6	17	199	91	8	45
Kaufman	53	20	52	163	216	197	50	188
Leon	154	66	165	247	234	51	175	192
Limestone	79	45	83	221	212	107	91	195
Lubbock	10	13	10	30	114	160	12	18
Madison	184	87	195	245	224	240	134	190
Marion	169	60	186	236	252	244	94	182

TABLE XI (continued)

County	Total Population	Total Negro	Total Employed	Median Income	Ethnic Ratio	Land Area	Population Density	Educational Level
McLennan	12	8	11	63	170	68	15	74
Morris	132	70	140	48	197	250	32	114
Nacogdoches	56	29	52	191	196	106	63	163
Navarro	45	23	42	178	193	55	57	169
Newton	149	69	173	224	222	96	156	220
Nueces	7	17	8	49	162	192	7	87
Panola	107	50	117	173	214	172	108	176
Polk	123	61	136	206	217	52	114	205
Robertson	114	36	119	230	248	174	112	217
Rusk	41	15	46	125	209	100	46	131
Sabine	182	93	187	227	185	235	138	224
San Augustine	178	75	194	242	236	236	135	222
San Jacinto	193	73	210	250	251	227	164	239
Shelby	78	49	89	223	188	196	76	201
Smith	19	9	13	70	203	113	20	55

TABLE XI (continued)

County	Total Population	Total Negro	Total Employed	Median Income	Ethnic Ratio	Land Area	Population Density	Educational Level
Tarrant	4	3	4	22	134	130	3	20
Travis	8	7	7	45	167	73	10	16
Trinity	179	91	184	237	195	215	159	212
Upshur	86	51	97	142	190	232	54	158
Walker	74	33	100	208	226	203	68	189
Waller	137	37	130	181	253	239	81	148
Washington	91	43	76	220	247	230	60	232
Wichita	14	21	15	35	101	229	11	21

^aCalculated from: United States Bureau of the Census, Eighteenth Census of the United States: 1960, as published in the section on Texas Population, the 1964-1965 Texas Almanac, (42nd ed.) p. 111.

III. RESULTS

Results of this analysis are presented in Table XII, the intercorrelation matrix. This study is directly concerned only with those correlation coefficients associated with the number of Negro officers. It is these correlation coefficients which will either sustain or not sustain the various hypotheses. The remaining correlation coefficients were gathered for purposes of discussion and further research.

To substantiate and lend credence to these computed correlation coefficients, confidence levels of .05 and .01 were employed. These levels of confidence indicate that the chance of the computed correlations being zero are less than 5 in 100, or 1 in 100 respectively.

The fifteen originally listed hypotheses will be presented and discussed individually. As explained in Section II of this chapter, relationship between the number of Negro officers in a department and the various factors of the study will be examined and expressed by the statistic of correlation. There were no pre-determined standards of acceptance or rejection of the hypotheses--degrees of correlation. Rather, it was the intent of this analysis to determine and study the correlations--whatever they were found to be. The remainder of this chapter is devoted to this purpose.

Departmental Characteristics

Following is a discussion and treatment of those characteristics which the author believed might affect the number of Negro officers in a department. The data for this analysis was obtained from questionnaires

TABLE XII
 INTERCORRELATION OF FACTORS ASSOCIATED
 WITH NEGRO POLICE OFFICERS IN TEXAS

	1	2	3	4	5	6	7	8
1 JurLevSP	1.00	-.28**	+.15	-.26*	+.25*	+.23*	-.25*	-.10
2 MinEdR		1.00	+.02	+.32**	-.19	-.20	+.21*	+.13
3 PreExpR			1.00	-.01	+.11	+.13	-.01	+.16
4 ForTP				1.00	-.25*	-.24	+.37**	+.27**
5 TotNSD					1.00	+.84**	-.26*	-.09
6 NegOD						1.00	-.22*	-.16
7 PerICR							1.00	+.29*
8 PerCCN								1.00

	9	10	11	12	13	14	15	16
1 JurLevSP	-.35**	-.33**	-.34**	-.25*	-.18	-.24*	-.26*	-.22*
2 MinEdR	+.13	+.10	+.12	+.15	+.21	+.14*	+.08	+.18
3 PreExpR	+.00	+.00	-.00	+.06	+.12	+.06	-.02	+.04
4 ForTP	+.33**	+.28**	+.31**	+.36**	+.21*	+.22*	+.27**	+.39**
5 TotNSD	-.33**	-.33**	-.32**	-.40**	-.18	-.18	-.34**	-.41**
6 NegOD	-.35**	-.38**	-.35**	-.42**	-.13	-.15	-.37**	-.40**
7 PerICR	+.42**	+.29**	+.41**	+.40**	+.28**	+.27**	+.38**	+.45**
8 PerCCN	+.54**	+.42**	+.52**	+.53**	+.59**	+.39**	+.43**	+.53**
9 CoRTP	1.00	+.95**	+.99**	+.80**	+.59**	+.43**	+.89**	+.77**
10 CoRNP		1.00	+.95**	+.74**	+.45**	+.41**	+.85**	+.72**
11 CoRELF			1.00	+.80**	+.58**	+.42**	+.90**	+.76**
12 CoRMI				1.00	+.68**	+.26*	+.86**	+.93**
13 CoRER					1.00	+.20	+.57**	+.72**
14 CoRLA						1.00	+.17	+.26*
15 CoRPD							1.00	+.82**
16 CoREL								1.00

* Significant at the .05 level.
 ** Significant at the .01 level.

sent to each study sample department.

Jurisdictional level of department--sheriff or police. The amount of correlation present between department jurisdictional level and number of Negro officers was found to be $+0.23$. Although this amount of correlation is not "high," it would indicate some degree of relationship. The fact that this correlation was significant at the $.05$ level should indicate that such a correlation is significant and worthy of note.

The hypothesis is accepted. A significant, positive correlation exists between jurisdictional level and number of Negro officers employed. Police departments are more likely to employ Negro officers, and will likely employ a greater number of Negro officers than will sheriff departments.

Minimum education standards or requirements. Correlation between educational standards or requirements of a department and number of Negro officers is -0.20 . The fact that this correlation was not significant at the $.05$ level or less indicates that such correlation is negligible.

The hypothesis is rejected. Departments which require a high school diploma were found to be no more likely to employ Negro officers than departments which do not require such a diploma.

Previous experience requirements. Previous experience requirements were not found to be significantly correlated to the number of Negro police officers. The correlation was found to be only $+0.13$, and was not significant at the $.05$ level or less.

An explanation for such low correlation might be that so few law enforcement jurisdictions in this state require previous experience

in law enforcement as a pre-condition of employment. As Table III will indicate, only 12 percent of the study sample departments have such a requirement.

The hypothesis is rejected. The number of Negro officers in a department is not significantly related to requirements of previous experience in law enforcement. Departments with such requirements are evidently no more likely to employ Negro officers than departments which do not have such a requirement.

Formal training periods. Formal training periods were not found to be significantly correlated to number of Negro police officers. The correlation between these two variables was found to be $-.24$ and not significant at the $.05$ level or less. As Table IV will indicate, over 40 percent of the study sample jurisdictions do not have a period of formal training.

The hypothesis is rejected. Departments which have formal periods of training are no more likely to employ Negro officers than departments which do not.

Total numerical strength of department. Total numerical strength of departments was found to be highly and significantly correlated to number of Negro officers. This correlation was found to be $+.84$ and significant at the $.01$ level. Such high and significant correlation indicates that larger departments are more progressive in the hiring of Negro officers.

The hypothesis is accepted. A significant, positive correlation exists between number of Negro officers employed and the total numerical strength of a department. As hypothesized, large departments are more progressive in recognizing the need for, and in employing Negro officers.

Personnel interests in community relations course. Correlation between personnel interests in community relations and number of Negro officers was found to be $-.22$ and significant at the $.05$ level. Such correlation is significant and worthy of note. The fact that this correlation was negative was most surprising to the author. This would indicate that it was those departments with fewer Negro officers in which personnel were most interested in a community relations course.

The hypothesis is rejected. Although a significant relationship exists between number of Negro officers and personnel interests in community relations, the correlation is negative rather than positive as hypothesized.

Percent of crime committed by Negroes. Negro crime was not found to be significantly correlated to number of Negro police officers. Correlation between these two factors was found to be $-.16$, and not significant at the $.05$ level or less.

The hypothesis is rejected. It was not found that the incidence of Negro crime decreases as the number of Negro officers increases. If, as originally hypothesized, such a relation does exist, Negroes have not yet been utilized in great enough numbers to make themselves felt. As the personnel survey in Chapter II indicates, the proportion of Negro representation in Texas law enforcement does not approach that of the general Negro population. Galveston is the only city of Texas in which the percentage of Negro officers--23 percent--approaches the proportion of its Negro population--28 percent. The estimated percentage of crime committed by Negroes in Galveston is 25 percent.

County Characteristics

Following is a discussion and treatment of county geographic, economic, and social characteristics which the author believed might affect the number of Negro officers in the department. Data for this analysis was derived from United States Bureau of the Census figures. As explained earlier in this chapter, county census data was reduced to its rank of order. In effect, this process reverses the order of such information. A reversal of data order will also cause a reversal of direction in resultant correlation. The remaining correlations-- those involving county data which were reversed in order to express rank-- will be negative.

Total population of county. As hypothesized, the total population of a county was found to be significantly correlated to the number of Negro police officers. Correlation between these two factors was found to be $-.35$, significant at the $.01$ level.

The hypothesis is accepted. As the size of a county's population increases, so does the likelihood of Negro officers being employed.

Negro population of county. As hypothesized, county Negro populations were found to be significantly correlated to number of Negro police officers. The correlation between these two factors was $-.28$, significant at the $.01$ level.

The hypothesis is accepted. Counties with large Negro population are more likely to employ greater numbers of Negro officers.

Employed labor force of county. As hypothesized, the employed labor force of a county and number of Negro officers is significantly correlated. This correlation is $-.35$ and is significant at the $.01$ level.

The hypothesis is accepted. As the size of a county's employed labor force increases, so does the likelihood of Negro police officers

being employed.

Median income of county. As hypothesized, correlation between county median income and number of Negro police officers is significantly correlated. The correlation between median income and Negro officers is $-.42$, significant at the $.01$ level.

The hypothesis is accepted. As the median income of a county increases, so does the likelihood of Negro officers being employed.

Ethnic ratio of county. No significant correlation was found to exist between county ethnic ratio and Negro police officers. It was found that correlation between these factors is $-.13$ and that this correlation was not significant at the $.05$ level.

The hypothesis is rejected. The number of Negro police officers will not increase in relationship to the ethnic ratio of a county.

County land area in square miles. County land area and number of Negro officers were not found to be significantly correlated. Correlation between these factors was found to be $-.15$, and not at the $.05$ or less level of significance.

The hypothesis is rejected. No significant relationship was found to exist between county land area and number of Negro officers.

County population density. As hypothesized, a significant correlation was found to exist between county population density and number of Negro police officers. The correlation between these two factors was found to be $-.37$, and significant at the $.01$ level.

The hypothesis is accepted. Counties with greater population densities were found to be more likely to employ Negro officers than less densely populated counties. This would support the premise that urban counties are more progressive in the hiring of Negro officers.

County educational level. As hypothesized, county educational level and number of Negro officers is significantly correlated. The correlation between these two factors was found to be $-.40$, significant at the $.01$ level.

The hypothesis is accepted. A definite significant relationship exists between county educational level and number of Negro officers. As county education level increases, then so should the number of Negro police officers.

IV. DISCUSSION

It is hoped that the results of this analysis will be of value in understanding factors which influence or contribute to the extent and utilization of Negro police officers in Texas. To the author, it seems that there is a definite pattern to the likelihood of Negro police officers being employed. The environment and size of a jurisdiction--its degree of urbanization--are excellent indicators of the likelihood of Negro officers being employed. As expected, rural jurisdictions have made less progress in the integration of their police and sheriff departments. It is in these jurisdictions that the need for Negro officers is most pressing.

CHAPTER IV
CONCLUSIONS AND RECOMMENDATIONS

In Chapter I of this study, symbolic and practical reasons for the need of Negro police officers were presented and supported. Pertinent literature was reviewed and presented to substantiate this need. The opinions and judgments of various Texas law enforcement officials as to the competence and effectiveness of Negro officers were also presented in support of this need. Says Bell County Sheriff Lester Gunn:

I feel that the majority of law enforcement officials have not considered the many advantages that his office will have in the hiring of Negro personnel. Once they do hire qualified Negro officers it is believed that they will be well pleased with the change and will hire additional Negro officers as they are needed.¹

In order to examine and appraise progress made thus far in the utilization of Negro police officers in Texas law enforcement, a survey of representative sheriff and police departments was devised and implemented by the use of a mail questionnaire. Chapter II presents the results and distribution of these questionnaire responses.

The results of this survey were used to analyze and evaluate factors which contribute to or influence the number of Negro officers likely to be found in a particular law enforcement jurisdiction. This data, along with various geographic, economic, and social information concerning the counties of this study, were statistically analyzed and evaluated to determine their relationship to the Negro police officer.

¹Letter from Lester Gunn to Donald Cole, March 6, 1969.

For purposes of this study, such relationships were examined and presented by the statistic of correlation. The results of this analysis are presented in Chapter III.

I. CONCLUSIONS

The need for Negro police officers in Texas was easily documented. The disproportionate representation of white officers in the sample departments was extreme. As Table IX indicates, such disparity is common. In all but a few of the sample jurisdictions, Negroes were under-represented, usually substantially. Consequently, there exists a great need for increased recruitment and utilization of Negro police officers in this State.

Departments which fail to recognize the need for Negro police officers will likely continue to suffer distrust and disrespect from the Negro community. The citizens of cities and counties which allow the present inequities of Negro police representation to continue in their city or county--will likely continue to suffer more than distrust and disrespect. They will suffer from the lack of a Negro police officer's special competence in controlling Negro crime. They may also suffer from racial violence which results when a segment of society loses its belief in law and order.

Police officials in many law enforcement jurisdictions of Texas are becoming increasingly aware of the need for Negro officers. These officials profess genuine interest in attracting and recruiting more Negro officers. The remaining sections of this study are offered as a means of recruiting greater numbers of Negro officers.

II. RECOMMENDATIONS

It is recommended that immediate steps be taken to increase the proportion of Negro representation in Texas law enforcement. The purpose of such a recommendation is not to achieve exact racial parity--but to achieve a more fair and reasonable degree of Negro representation. Some police jurisdictions of Texas recognize the special need for Negro recruitment and are taking positive steps in this direction--others do not. Says Bexar County Sheriff W. B. Hauck:

It has always been my policy to hire people who are qualified to hold the positions in this department. It has also been my policy to promote people on the same basis. This Department has never hired personnel because of their connection with any group. So you can be assured that all personnel in this department were hired and promoted for the above reason and not because they were from a minority or any other group.²

The author does not wish to question the motives of this or any other law enforcement official. However, until law enforcement officials realize they must make special effort to actively recruit Negroes, the proportion of Negro representation in their jurisdictions will likely remain low.

Other jurisdictions realize this special need and are taking positive and definite steps to recruit Negroes. For example, the Austin Police Department has launched an unprecedented campaign to recruit Negro and Latin-American officers. Using the slogan "Wanted! Police Officers," Chief Miles has taken the campaign directly into minority group neighborhoods. In staffing this effort, he has utilized two minority group officers--one, a Negro, the other, a Latin-American.

²Letter from W. B. Hauck to Donald Cole, March 25, 1969.

These two recruiters have manned a special neighborhood recruiting station in a Negro-Latin area. They have distributed handbills, and mailed letters to churches and schools asking for qualified young men to be referred to the neighborhood recruiting station.³

It is with efforts such as this that the proportion of Negro officers in Texas law enforcement will increase. Administrators must actively seek out and recruit the Negro.

Any program to increase the proportion of Negro officers must begin by persuading qualified Negro candidates to apply. The simple payment of idle "lip service" to such a program is ineffectual in recruiting qualified Negroes. Police administrators cannot sit back and expect Negro applicants to "knock down their doors," just as they are unable to expect this from white applicants.

Many of the problems involved in recruiting Negroes are unique. For this reason, unique, sometimes unprecedented recruiting techniques must be implemented to meet these problems. Following is a discussion of such techniques. It is recognized that the need for Negro police officers is less pressing in some jurisdictions than in others. The author does not mean to imply that the below methods are the only way of increasing the proportion of Negro representation in Texas law enforcement. The below methods are meant only as suggestions for those jurisdictions which have been unable to recruit adequate numbers of Negro officers.

In making such suggestions, the author in no way desires to infer

³Dean Rindy, "P D Recruiting Drive Aimed at Minority Group Officers," The Austin American-Statesman, February 9, 1969.

that such proposals are the ultimate method of attracting and selecting Negro police applicants. He would hope, however, that these suggestions, novel as they might seem, may provide the basis for discussions, development of new ideas, and implementation of new and more effective methods.

Modification of Recruitment Techniques

Recruitment of the Negro will not be successful until police and sheriff departments recruit much more actively. To do this, they must utilize the best of the old methods of recruitment, and create more responsive new methods. Many young Negroes, if they knew they were wanted, would likely apply for a career in the police profession. They must be made aware of the fact that they are wanted--they must be reached.

Old Methods. The potential Negro recruit, just as the potential white recruit, must be actively and energetically recruited. Many of the programs used to recruit white applicants, could with slight variation be used to recruit Negroes. Many departments recruit on white college campuses--they could also recruit on Negro college campuses. Many departments have extensive radio advertising campaigns--they could easily shift some of this effort to Negro radio stations. The Houston Police Department, which has more Negroes than any other department in this state, advertises extensively on local Negro radio stations, just as it does on other local stations. As suggested in Task Force Report: The Police:

. . . Advertising campaigns have sometimes produced large numbers of minority candidates. Advertisements can picture minority group as well as white officers. Athletes, movie stars, and other prominent personalities can be enlisted. Employment agencies can be notified

of the special interest of the departments in minority candidates.⁴

New Methods. As long ago as 1962, the Houston Crime Commission made the below recommendation.

The recruit program of the Houston Police Department could be improved upon . . . the Department has not been able to fill its ranks and increase its numbers with young police officers and policewomen and one reason is that a sufficient number of qualified young men and young women have not been available for the police training schools.

There is an area in the recruitment program that has never been exploited. A program could be inaugurated among the high school graduates and pre-college students by making it known to both boys and girls that positions in the Police Department as clerks are available to those who wish to make police work their careers. By the time these young people are twenty-one years old and ready to go into cadet training school in the Police Department, they will already have sound police work fundamentals. The necessary schooling they must have would be obviously less involved and laborious, and by the time they were ready to enter the school the administrators in the Police Department would know whether or not these people were suitable material and they could be permitted to take the police training, or not. This would give the Police Department a wonderful backlog of talent to pick from.⁵

Such a program would be strikingly similar to the position of "community service officer" as suggested by The President's Commission on Law Enforcement and Administration of Justice. The difference between these two programs, of course, is that emphasis in the community service officer program is upon attracting young men from minority groups.

To broaden Negro recruiting efforts, the position of community service officer should be adopted by the larger police and sheriff departments of this state. The purposes of creating the position of

⁴The President's Commission on Law Enforcement and Administration of Justice, Task Force Report: The Police (Washington: U. S. Government Printing Office, 1967) p. 169.

⁵Report of The Houston Crime Commission, (Houston: Office of the Chief of Police, 1962) p. 14.

community service officer are many: (1) to improve police service in high crime rate areas; (2) to enable police to hire persons who can provide a greater understanding of minority group problems; (3) to relieve police agents and officers of lesser police duties; (4) to increase the opportunity for minority group members to serve in law enforcement; and (5) to tap a new reservoir of manpower by helping talented young men who have not been able as yet to complete their education to qualify for regular police work.⁶

The creation of such a program might be the fastest method of increasing the proportion of Negro representation in the larger departments of this State. It would also undoubtedly improve police-community relations with Negro neighborhoods, and, as The Houston Crime Commission suggested, "provide a wonderful backlog of talent to pick from" by which to solve the manpower problems of most large departments.

None of the many police jurisdictions of this State which bemoan a complete lack of ability to increase the proportion of Negro officers in their department have implemented such a program. Failure to do so is inexcusable, for one of the most attractive facets of the community service officer program is that under the recently enacted Omnibus Crime Control and Safe Streets Act of 1968, provision was made to allow the Federal funding of such programs--up to 60 percent of the cost.⁷

The Law Enforcement Assistance Administration of the Department

⁶Task Force Report: The Police, p. 123.

⁷Omnibus Crime Control and Safe Streets Act, Public Law 90-351, 90th Congress, H.R. 5037, June 19, 1968 (Washington: United States Government Printing Office, 1968), Sec. 301 (c).

of Justice is allowed to fund such programs for the purpose of:

The recruiting, organization, training, and education of community service officers to serve with and assist local and State law enforcement agencies in the discharge of their duties through such activities as recruiting; improvement of police-community relations and grievance resolution mechanisms; community patrol activities; encouragement of neighborhood participation in crime prevention and public safety efforts; and other activities designed to improve police capabilities; public safety and the other objectives of this section . . .⁸

Police and sheriff departments of Texas should avail themselves of this innovative offer. The community service officer program should immediately be implemented in those jurisdictions which have pressing manpower problems, poor police-community relations, or a complete inability to recruit fully qualified Negro recruits.

Reassessment of Current Selection Standards

Many of the current selection standard practices of police and sheriff departments have the unintended effect of excluding vast numbers of Negro applicants. Some of these standards need to be reassessed as to their true value to the profession. Some could, with slight modification, be made to work in the favor of potential Negro applicants rather than against them. Some of the below methods might also have equal application in recruiting white recruits as well.

Character investigations. It is an almost universal practice in law enforcement to conduct investigations of applicant's past histories. This practice alone, eliminates a great majority of Negro as well as white applicants. Most law enforcement officials contacted in

⁸Omnibus Crime Control and Safe Streets Act, Section 301 (b), paragraph (7).

the course of this study indicated that the quality of Negro applicants was poor—many are eliminated because of police records. Brazoria County Sheriff Robert Gladney, stated "usually by the time his twenty-first birthday has arrived, his record will not permit consideration."⁹ Bryan Chief of Police Joe Ellisor, agrees, "Background checks also disqualify them many times."¹⁰ These officials, as well as others in this state who reject applicants on the basis of police records, should reassess this automatic standard of rejection.

This study does not recommend that standards of recruitment as to good moral character be lowered. However, it should be realized that young men who have grown up in slum conditions and neighborhoods, especially in Negro neighborhoods, run a very great risk of acquiring minor police records. In such circumstances, arrest records or conviction of a minor offense does not necessarily mean that the potential police applicant is irresponsible or of poor character.¹¹ A young man caught at the age of twelve stealing candy from a drug store is not necessarily the "criminal type," nor is the young man caught drinking a beer at the age of twenty. Police records should be evaluated realistically, as stated in Task Force Report: The Police, "A minor record should be considered as part of an analysis of the moral character of the applicant based on all available information,

⁹Letter from Robert Gladney to Donald Cole, March 4, 1969.

¹⁰Letter from Joe Ellisor to Donald Cole, March 19, 1969.

¹¹Task Force Report: The Police, p. 171.

rather than an automatic disqualification."¹² The criminal record of police applicants should be evaluated more realistically.

The Dallas Police Department, which had only 23 Negro policemen out of a total of 1,492 officers, goes as far as to reject applicants on the basis of family police records, reasoning, "A policeman must be free of any possibility of having to compromise between family and duty."¹³ Emmett Hill, a Negro recruiting officer in Dallas, whose job it is to talk Negroes into joining the Dallas force, disagrees with this procedure. He contends that applicant interview boards should have the freedom to restrict their consideration to the applicant personally and overlook criminal records of relatives.¹⁴ The author strongly agrees with officer Hill. Such standards must be reassessed.

The procedure of automatically rejecting a police applicant--white as well as Negro--on the basis of a minor police record, or the police record of a family member, lends itself to this unlikely question. If J. Edgar Hoover or Homer Garrison had had some minor altercation with the law as a young boy, or if someone in their family had had such, would the law enforcement profession been better off by rejecting their application for employment? Although this is an extremely hypothetical situation, the answer is obvious.

New recruits employed under the relaxation of this standard should of course receive close supervision and attention until they have

¹²Task Force Report: The Police, p. 171.

¹³Shelby Hager, "Policemen Probe Negro Recruiting," The Austin Statesman, January 13, 1969, p. 32.

¹⁴The Austin Statesman, January 13, 1969, p. 32.

proven complete integrity and good faith. Such men might also be placed in special probationary status for a reasonable length of time.

Education. In the section of this study dealing with community service officers, it was pointed out that a high school diploma need not be a rigid prerequisite for such positions. Under certain circumstances, in those departments with severe personnel shortages, this might also apply to regular commissioned police officers—white as well as Negro. The prerequisite of a high school diploma should be dropped for certain Negro applicants with promising aspirations, honesty, intelligence, and a desire and tested capacity to advance his education.¹⁵ This, in fact, has been done by the Bryan Police Department. In order to hire Negro applicants, Joe Ellisor, Chief of Police in Bryan, has employed such applicants and placed special emphasis on their training. At present, three of the Negro officers have completed the general course in Law Enforcement at Texas A & M. In addition, they receive inservice training and formal schooling within the department.¹⁶ In this way, Chief Ellisor hopes to bring the competence of these officers up to that of other officers in the Department.

Reasonably qualified applicants could be employed on a conditional basis at reduced salaries. These recruits would be expected to continue their education until such time that they attain minimum education requirements. As incentive, their salary could be made to increase in proportion to educational progress. Officers who fail to demonstrate

¹⁵Task Force Report: The Police, p. 124.

¹⁶Letter from Joe Ellisor to Donald Cole, March 19, 1969.

a desire to advance their education could be discharged from employment. A method such as this--the "emergency teaching certificate" program--is utilized in public schools of Texas to secure an adequate number of teachers. Teachers are required under the stipulations of this emergency certificate to complete their Bachelor degrees in the summers between school years. Upon completion of their degree, they are raised to the full teacher's pay scale.

As Table II in Chapter II indicates, 48 percent of the study sample departments do not even have the high school diploma as a prerequisite for employment--in these departments, certainly, Negroes without diplomas could be employed.

Reassessment of Assignment Practices

In order to persuade qualified, competent, and ambitious young Negroes to apply for employment within the police profession, all appearances of prejudice and discrimination in existing police assignments must be removed. Such Negroes are unlikely to devote their life to a career in which segregation or the appearance of segregation exists.

Neighborhood assignments. If the immediate goal of assigning Negro police officers is to rapidly and visibly improve police-community relations with Negro neighborhoods, then such officers should perhaps be concentrated in Negro neighborhoods. However, this practice could give to potential Negro applicants an impression of segregation within the department--an impression unlikely to induce qualified and ambitious Negroes to apply for employment. To avoid such an impression, Negro officers should be assigned to all types of neighborhoods--Negro and white.

It is acknowledged that to take advantage of a Negro officer's special competence in controlling Negro crime, he should more often than not be assigned to Negro and fringe area neighborhoods. However, the assignment of Negro officers should be kept in proper perspective--such an argument should not be used as excuse for complete and total segregation to Negro neighborhoods. Regarding this, Charles Batchelor, Chief of Police in Dallas, said, "We use Negroes in both Negro and white areas, and feel that we derive a greater benefit from their services by this method of assignment."¹⁷ R. A. Miles, Chief of Police in Austin assigns Negro police officers to all parts of the city and agrees that "we gain more in the long run by using them in other areas of the city."¹⁸

Staff assignments. To avoid the appearance of segregation, Negro officers should be assigned to all type staff positions--administrative as well as line. Negroes should not be limited only to patrol activities. When qualified, Negroes should be utilized as vice, narcotics, intelligence, and other types of investigative officers. If Negro officers are not assigned and promoted to such positions, again, qualified, potential Negro applicants will assume, rightly so, that discrimination exists within the department. James Sterling of the International Association of Chiefs of Police, stated to the author:

From my experience, I would generalize that Negroes are being utilized to an overproportionate degree in recruitment, community relations, and human relations assignments. This may be a justifiable use of Negro officers in the short run but in the long run, they should be used equitably in all positions within a department.

¹⁷Letter from Charles Batchelor to Donald Cole, March 10, 1969.

¹⁸Letter from R. A. Miles to Donald Cole, March 5, 1969.

We prefer that police officers from minority races become fully trained, equal members of the department.¹⁹

This has not always been so in Texas, as evidenced by the below brief historical sketch concerning the past employment of Negro officers in Houston.

There was a strict caste system. Black officers got the jobs the white officers didn't want. Basically, black police worked in the Negro community or were secreted in the jails as guards, where the whites they dealt with could not complain.²⁰

Today, Houston has perhaps the most progressive police department in the State of Texas in these matters. Negro officers are paired in patrol cars with white officers and are assigned all over town. They have been promoted to supervisory positions and are employed in nearly every division of the department. The Houston Police Department can well serve as an example to other police jurisdictions throughout the State.

III. SUMMARY

If police and sheriff officials in Texas wish to increase the proportion of Negro representation in their departments, they must actively and strenuously recruit the Negro—utilizing if necessary, unique, innovative, unprecedented methods. They should (1) modify recruitment techniques, (2) reassess current selection standards, and (3) reassess present assignment practices.

To encourage Negro recruitment, all aspects of prejudice,

¹⁹Letter from James Sterling to Donald Cole, October 18, 1968.

²⁰Bill Lee, "The Lot of Negro Policemen Has Improved Over Years," The Houston Chronicle, March 9, 1969.

segregation, and discrimination must end in those departments which practice such--intended or unintended. Potential Negro applicants must be made aware that they are genuinely wanted in the police profession.

The effectiveness of any program designed to increase the proportion of Negro representation in the police profession will depend upon the willingness of police leadership to act in this area. Law enforcement officials must face this challenge of the times with honesty, fairness, firmness, and a willingness to do what is necessary.

As former President of the United States, Lyndon Johnson has said:

The problems of crime bring us together. Even as we join in common action, we know there can be no instant victory. Ancient evils do not yield to easy conquest. We cannot limit our efforts to enemies we can see. We must, with equal resolve, seek out new knowledge, new techniques, and new understanding.²¹

²¹Message from President Johnson to the Congress, March 9, 1966.

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APPENDIX

2041 Westcreek
Houston, Texas 77027

September 1, 1968

Dear Sir:

A research study of the Negro police officer in Texas is presently being conducted for the Institute of Contemporary Corrections and Behavioral Sciences at Sam Houston State College. This study is attempting to determine the present extent, use, and effectiveness of the Negro police officer in Texas.

It is my hope that you might be of some assistance in researching this subject. I would deeply appreciate your filling out the attached questionnaire concerning Negro personnel in your department.

If you care to make any additional comments concerning Negro personnel in your department, please feel free to do so.

Sincerely,

Donald A. Cole

DAC:dw

Encl.

QUESTIONNAIRE MAILED TO SHERIFF AND POLICE DEPARTMENTS

1. Do you require a high school diploma as a condition of employment?

2. Do you require previous experience in law enforcement?_____
3. Do you have a period of formal training for newly employed officers?_____
4. What is the total number of officers in your department?_____
Number of white officers?_____
- Number of Negro officers?_____
5. Would officers in your department be interested in short period courses offered in any of the below courses?
Crime Lab _____
- Criminal Law _____
- Investigation _____
- Community Relations _____
6. In your jurisdiction, approximately what percentage of crime is committed by Negroes?_____

Comments: