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CITIZENS INTERRACIAL COMMITTEE OF SAN DIEGO COUNTY
Room 609 Robinson Building
520 "E" Street, San Diego, California 92101
239-0871

HUMAN RELATIONS
and
LOCAL GOVERNMENT
AN ANALYSIS

RESTRICTED

Committee Use Only

CITIZENS INTERACIAL COMMITTEE OF SAN DIEGO COUNTY
Room 609 Robinson Building
520 "E" Street , San Diego, California 92102
239-0871

Guidelines to Progress: The Role of City Government

To aid in the planning of a municipal human relations commission, the International City Managers' Association suggests the following objectives toward which the city council might work to bring about a meaningful social change.

Municipal Policy. Through resolutions and ordinances establish an enforceable policy of non-discrimination in:

1. Public and private employment.
2. Public and private housing.
3. Public education.
4. Public accommodations and facilities.

Enforcement. Coordinating, conciliating, and enforcing official policies through:

1. A fair employment practices commission which receives and investigates complaints, holds hearings, and enforces policies of non-discrimination.
2. Regulations binding city departments to non-discrimination.
3. A civil rights coordinator in the executive branch. As responsibility is increasingly accepted within governmental departments, a special coordinator in the executive branch charged with civil rights responsibilities can stimulate and coordinate functions. Such a coordinator can command the authority of the executive branch in the task of keeping heads of departments alert to their obligations and in giving vitality and implementation to civil rights and programs within the city departments.

Implementation. Providing administrative machinery to implement programs in the field of:

A. Employment.
   1. Affirmative non-discrimination in recruitment by the civil service or merit system, and comprehensive reporting on minority placement.
   2. Inspection and compliance program in contracting departments of the city respecting fair employment on city contracts.
   3. Procedures for obtaining fair employment compliance from private employers, and for correcting violations.

B. Housing. Eligibility for public housing solely on basis

1. of need as determined by the local housing agency or other appropriate governmental authority.
2. Provision of relocation housing for all who are displaced by redevelopment, and administrative controls to insure non-discrimination in urban renewal programs, especially involving slum clearance.
3. Elimination of discrimination in the sale or rental of private housing.

C. Education (In cooperation with the local board of education)
1. A clear policy declaration and an implementing program to overcome defacto segregation in public schools.
2. A specific program to overcome the cultural lag in learning receptivity among minority group children.
3. Inclusion of human relations subject matter in the curriculum.

D. Public Accommodations
1. Regulations requiring non-discrimination in public services and accommodations, including public and private ownership.
2. Enforcement by the police department and other appropriate city government agencies of regulations barring discrimination in hotels, restaurants theatres, hospitals, and other places of public accommodations.
3. Licensing controls on public services and accommodations requiring non-discrimination.

E. Community Tensions
1. A human relations commission or other such official body which can coordinate community efforts to promote affirmative programs of civil rights.
2. A police training program on community and minority group relations.
3. A human relations training program for recreation workers.
4. In cooperation with the local board of education and institutions of higher learning, a teacher training program on intergroup relations.

A Commitment to Equal Opportunity

A realistic appraisal of community problems, planning for provision of equal opportunity in all aspects of daily living for every citizen, and the large-scale educational job that is required for public acceptance of such planning, all must be undertaken by city leadership before conditions reach the threshhold of violence. Wise city heads will institute a program of prevention that will insure the continued growth and prosperity of the community instead of the economically ruinous conflict that some cities have suffered....

Clearly defined city government policy declarations and ordinances are essential prerequisites for social change. They provide not only the climate for such change, but also the legal tools for accomplishing the job. Such directives should make clear that the city government is committed to working toward the goal of equal opportunities for all. In the unequivocal implementation of official regulations, the mayor or other chief administrator bears prime leadership responsibilities He is the catalyst in the complex interactions in any given city that finally result in achievement.

From the International City Managers' Association
Management Information Service Report #229

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CITIZENS INTERRACIAL COMMITTEE OF SAN DIEGO COUNTY
Room 608 Robinson Building
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RECOMMENDATIONS: On San Diego City and County

(From CIC's Staff to CIC's Board of Trustees)

PART I

During the past year, it has become increasingly evident that the City of San Diego is committed to equal opportunity, as a guiding principle, for all citizens of this city. It is equally recognized that the community is anxious to cooperate in whatever way possible to help the city in making this principle a reality, and to help expedite this process. There are many citizens groups and individual citizens who now wait anxiously for the City of San Diego to initiate what steps it will take in the implementation of this policy.

To aid the City in the planning of a program which will increase the community's confidence in this equal opportunity commitment policy and that this is carried out in all its operations, the following are recommended guidelines which might be used immediately to indicate how a meaningful social change might be brought about. Herein are outlined the broad area; the mechanics and techniques for putting any such suggestions into actual operation are perhaps best spelled-out in face-to-face conferences with the staff.

PUBLIC DECLARATIONS

Since there are already written resolutions and ordinances establishing a policy of non-discrimination in all phases of municipal operation, it is recommended that:

1. There be prepared announcements of this policy which will

be distributed to all department heads; city employees and other divisions of agencies which in any manner have a working relationship with the City.

2. These announcements be posted in a conspicuous space within each department area.

3. The Mayor and the City Manager effect small conferences with all department heads in which this policy is discussed thoroughly and understood.

4. Each department head authorized to effect small conferences with all employees of his department for the purpose of explaining this policy with discussions.

5. The Mayor and City Manager effect small regular meetings of the department heads and persons from the FEPC, CIC, Urban League and other community groups for the purpose of further discussion and implementation of this policy.

6. The Mayor initiate all steps herein outlined: that this be done with the widest possible publicity through the use of all public media.

AFFIRMATIVE HIRING PRACTICES

In addition to the above procedures, there are some specific steps which naturally follow and which perhaps should be also briefly mentioned. It is proposed that:

1. An affirmative (aggressive approach) program be initiated for the recruitment, hiring and up-grading of more minority group persons, through

   A. Scheduled meetings with minority group persons, clubs and organizations.

   B. Advertising in all minority-directed newspapers and other media.

   C. Carefully planned conferences with school counselors and other school personnel. This might also include planned tours of all city facilities by high school students or whole classes. While presently such tours are taken for educational purposes, it is important that the objective of the tours proposed herein is quite different and thus would require a different kind of pre-planning and preparation with the school personnel.

   D. Announcements with new or added emphasis on equal opportunity in city government.

E. The appointment or assignment of a specially selected city official (staff member) with some special training in this area whose primary function would be that of planning these and other programs and projects designed to give the necessary attention for adequate implementation of this policy.

F. Planned employee in-service courses or seminars on what such a policy means in terms of employee relations. Such courses to begin with the administrative level personnel.

An important element of this proposal is that such a program of affirmative action begin with a series of conferences with all personnel of the City Civil Service Division; that such conferences have as one agenda item that of a complete review of testing precedures, scoring methods, interview methods, materials used for advertising openings, assignments, the apprenticeship programs and all follow-ups by the Civil Service Division.

AN ADDITIONAL OPPORTUNITY

As has been repeatedly stressed by all mass media, the citizens of San Diego are especially proud that within the new future there will be erected in THEIR city a stadium. Most significantly, they are proud because, in the recent election, it was THEY who voted overwhelmingly for its construction and are already aware that their mandate is being carried out most expeditiously.

This offers not only the opportunity for all citizens to enjoy the activities which will be programed there, but an additional and an equally important opportunity.

It is proposed that a special affirmative program be immediately launched to guarantee equal opportunity in each of this municipal operation, including but not necessarily limited to:

A. The initial steps which are now underway.

B. All phases of the construction.

C. At all levels of recruitment, employment and placement;

1. In all related operations.

2. In the offices, ticket and business.

3. In the promotional operations.

4. In any other unmentioned phases.

It must be bore in mind that in order to effect such a practice it is essential that this be given top priority, that immediate plans be set into motion and that to most effectively carry out this policy a designated person with this as a special assignment is usually required.

A COMMITMENT TO EQUAL OPPORTUNITY

These proposals are based upon what the staff feels is a realistic appraisal of some of the community problems and the need for projected planning for the realization of equal opportunity in all aspects of daily living for every citizen. It also takes cognizance of the large-scale educational job that must be done in order to a assure public acceptance of such planning and programs. It is further recognized that such planning and programming is likely to be more fully understood and more fully implemented both in the letter and spirit if the policy for this added emphasis is first onunciated by the leadership group of our city: the Mayor, the City Council, the Manager and other high ranking city officials, including all department heads. It is accepted that after the initiation of this program, much more work will be required of all citizens, both in and out of government, to continue to make reality the equality of opportunity.

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AN INTRODUCTION

PART II

In typical situations involving the minority community persons, allegations of abusive police action are made with much fanfare and publicity, with the attendant accusatorial manner. The response on the part of the Police Department is typically and traditionally strongly defensive, which in turn leads to more accusations on the part of the minority. Opinions on both sides tend then to become more polarized and solidified. This condition is then accompanied by and leads more to an atmosphere of irrevocable antagonism and in turn aggravates pre-existing hostilities and community tensions.

Because of the long-held feelings on the part of many persons in all of the minority communities, San Diego stands in the position described above with regard to police-community relations. The situations which continue to occur periodically involving minority persons are all potentially explosive ones in view of the well-known hostilities and antagonism which have developed over the generations. But the problem is not just one for the Police Department or for the minority community, but one for the total community to help solve.

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STAFF RECOMMENDATIONS

(City of San Diego)

HUMAN RELATIONS TRAINING FOR CITY EMPLOYEES OF THE POLICE DEPARTMENT

It is generally agreed that there are at least three important ways in which human relations attitudes are affected:

Through the formalized training programs or courses conducted in the academy, or during the class-room training.

Through the training bulletins and other materials issued by the administrative offices at the department.

By the position taken on matters of human relations as personally expressed by the chief of police as the top law enforcement officer of the department.

Because of the evidence of strong negative feelings by much of the minority community toward police officers, there appears to be a need for more extensive human relations training as part of the regular recruit training programs. At this point, however, more specific information would be needed before any meaningful evaluation of the quality and extent of the present training in this area could be made. The initial step therefore would be that of evaluating the present programs in this regard. To this end, the staff submits the following recommendation:

That CIC explore further with the Mayor and City Manager's office the advisability of having the City of San Diego consider initiating a review by CIC of all the materials relative to the recruit program and human relations matters presently used by the police department.

That this review be made with the cooperation of the community relations division of the police department.

That based on this analysis, CIC prepare recommendations for consideration, if so indicated, in the area of human relations.

That these recommendations be submitted directly to the Mayor and City Manager's office; that the latter initiate steps for the implementation thereof through the office of CIC, (as the coordinator of other community groups and organizations which should be involved).

That this recommendation be taken up in the near future with the City officials involved.

1. That a human relations, or community relations, division be extended or its personnel be increased to not less than five or seven.

2. That such appointed officers be especially trained in the areas of human relations and community relations.

3. That this division be given the status equal to any other within the department and be headed by an officer of rank.

4. That this division be staffed by at least one officer from the different ethnic groups of San Diego.

5. That a special liaison be established between this division and CIC, with one officer of rank as the liaison staff.

6. That within the ongoing program of the community-police relations division in the area of human relations, the following be added or strengthened:

   A. That the program be outlined to deal specifically with attitudes and activities of Police Officers in their relationship with Negroes and Mexican-Americans, and other minority groups.

   B. That the program deal with the attitudes and activities of Negroes, Mexican-Americans and other minority groups toward Police Officers.

7. The CIC recommends that the Mayor of San Diego and the Chief of Police re-affirm to the Police Department and to the citizens (community) of San Diego the principle that the Police Department is charged with the responsibility of maintaining law and order without regard to race, creed, color, national ancestry or national origin.

8. That the Mayor and the Chief of Police announce publicly, clearly and unmistakably the policy that excessive force by police officers will not be tolerated, but will, in fact, be severly dealt with. That any action on the part of Police Officers in the exercise of their duty unbecoming to an officer will result in immediate disciplinary action.

9. That Negroes, Mexican-Americans and other minorities be recruited for civilian positions within the police department: and publicly announced.

10. That such persons be placed in positions of real responsibility within the department.

11. That the total community be enlisted in the attempt to demonstrate to the total community that this is the stated and actual practiced policies of the City of San Diego and the Police Department. That a staff person be assigned to coordinate these activities with the agencies and other organizations in all the communities with the help of those groups and other individuals in the community whose knowledge and suggestions would prove helpful in this endeavor.

ADVISORY GROUPS

1. That a citizens advisory group be established in each local community and/or neighborhood for the purpose of meeting on a regularly scheduled basis with the Chief of Police and other high ranking officers, as well as with others when desirous, to exchange information and discuss problems and concerns of common interest.

2. That such advisory groups be made up of citizens from all segments of the population within that given locality.

3. That CIC initiate the formation of such citizens groups.

4. That this proposal be immediately discussed with appropriate city official: within the next ten days, after the annual meeting on November 30, 1965.

5. The objectives, goals and functions of such groups can be worked out in the discussions.

JUNIOR CITIZENS POLICE CORPS

1. That the concept of the formation of a junior citizens police corps be considered and discussed in detail with members of the appropriate city department or office.

2. The model for this is known by the CIC staff and has already been mentioned on more than one occasion to one of the officers who now performs in the area of community relations.

NOTE: The staff proposes that all recommendations herein be made to the proper County officials with reference to the training of all deputy sheriffs and others who are the professional law enforcement officers and human relations matters. Further, in the other areas of minority employment, use of all community groups and agencies, the county government be included on equal par with the City of San Diego, and these recommendations.

COMMUNITY-POLICE RELATIONS

Tensions between law enforcement agencies and the highly "visible" minority groups in the County of San Diego, and especially in the City of San Diego, have existed for a long time. It is our considered opinion that this tension is not on the decrease but rather on the increase. Most of this tension, it seems to us, exist within the city limits because of the concentration of the minority groups in isolated pockets, although the areas east to the border have had in recent months some incidents which indicate that all is not well there, too.

San Diego was spared the explosions which occurred in Los Angeles in August of 1965. But The Voice Newspaper of April 22, 1966, carries headlines which indicate that there is much more work which needs to be done in the total community if we are to continue to enjoy the absence of such violence. Since last August our local Police Department has taken several positive steps to improve the relations with these minority groups and should be commended for them and the wisdom of acting BEFORE any more serious trouble arises. There appears to be several specific areas which are in need of immediate attention for which C.I.C.'s staff has already submitted some specific recommendations to its Board of Trustees and the City of San Diego. In addition to those already submitted, we further recommend:

1. That using the article in the newspaper (above mentioned) as a sign, or symbolic of deeply entrenched negative feelings toward the police officer in the community of the minorities, the City of San Diego convene or have a community agency to convene for this purpose, several meetings immediately with initially selected residents of southeast to discuss what is now being done by the department in community relations.

2. That from the police department, the chief or his assis-

tant and others of rank be present; from the community, at this first meeting, minority group persons, selected from the names supplied to the convener by several sources of individuals and organizations.

3. That subsequent meetings be arranged with different influential persons of the community, not the traditional "leaders", to the end that all the community, both the minority and the majority, become aware of what the department is doing.

4. That the City of San Diego enlist the direct and indirect support and cooperation of all the public media and other public relations agencies and the personnel of the local colleges and universities in providing a public service through a systematic series of approaches designed to create a more positive human relations atmosphere in the City and County of San Diego. We visualize, among the possibilities, such techniques as radio programs, television programs, a series of newspaper articles and community programs co-sponsored by the police department and using minority group persons as well as whites, including children.

5. That human relations training course, similar to those now being offered in other cities, be instituted as part of the training of all police officers, both veterans and recruits. The kind of training herein mentioned goes beyond that presently offered and seeks to bring the officers in contact with many different ethnic persons in different walks of life. Further, this kind of training can be offered ONLY by professionally trained human relations personnel: they may be drawn from Los Angeles and elsewhere if not found in the San Diego area.

6. That the County Board of Supervisors officially convene members of the Sheriff Department throughout the county for the purpose of seeking ways to employ Negroes; that the additional objective be that of seeking to enlist the full cooperation of the community in a manner similar to that spelled-out for the police department.

These considerations are based upon the pragmatic observations that whether or not the charges which are passed around in the community every minute of the day and night are valid, there is still the be-

lief that they are. Further, that as far as the majority of the persons reading and hearing these charges, THEY ARE REAL, and as a result, the hostilities and negative feelings are but re-enforced repeatedly. Until and unless there is some kind of a break-through in the area of police-community relations, the situation can be and will grow worse instead of better.

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STAFF RECOMMENDATIONS

(City and County of San Diego)

PART III

CITY AND COUNTY PLANNING AND SOUTHEAST SAN DIEGO

One of the most difficult problems facing all of San Diego is that of approaching the complexities involved in any kind of physical planning for any section of this city. It is generally accepted that different local neighborhoods have different degrees of many similar problems and possibly some of a different nature. Yet each of these areas must be planned for; and to be most effective, it is generally agreed that this planning must be done in complete cooperation with local residents of the given neighborhood.

Without detailing herein the many, many factors involved, since they have been detailed elsewhere, that part of our city known as "Southeast San Diego" offers a special challenge to all persons concerned with its planning (here reference is limited to physical planning for obvious reasons). Seems safe to say that this is one of the areas which is in need of the greatest amount of planning, energy, detailed analysis, and cooperation by all concerned groups and agencies. It seems equally obvious that because of the accepted factors of racial and ethnic as well as national origin, it also poses one of the most highly explosive areas to deal with. This is so, it is felt, not because residents there are any less concerned about the area, or because they are any less capable of helping to plan for the area, but because the basic concept of involving others in any planning process for most persons is new and often threatening if these "others" are considered different from those who have been responsible for the planning operations. In San Diego, the area involved is considered

officially or unofficially as "the Negro or Mexican-American or the minority community." Valid or invalid, it is referred to in these terms by perhaps most of the citizens of greater San Diego and generally conjures up all kinds of negative and harmful images and feelings.

There is little doubt that the presently functioning committee created to plan for this area is doing a credible job. And this proposal refers in no way to that committee nor to its work, as such. Rather, it is intended to lend support to it and to be the established liaison between it and the planning department when necessary. Recognizing that much thought will have to be given to this, the staff proposes:

1. That there be established (attached to or within the planning department) a special position, for as long as needed, and a staff assignment made, for the specific purpose of coordinating, researching if required, and serving as the liaison person for, all matters relating to the planning of this Southeast community.

2. That this assignment include the broad field and function of community education designed to change the "image of Southeast San Diego" from the present one of undesirability for non-whites to that of a positive one for all citizens of San Diego.

3. That the above educational program include methods by which Southeast San Diego may be within the next few months or years (maybe two years at most) projected in all the advertising by the City or the Tourist and Convention Bureau as one of the most (or more) desirable places to live and work.

4. That this proposal be immediately considered by the proper city officials and in cooperation with other community groups and agencies be immediately implemented as soon as the many mechanics and details can be worked out jointly.

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