A Study of the Theory and Practice of Effective Law Enforcement

John Joseph Cody
Loyola University Chicago

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A STUDY OF THE THEORY AND PRACTICE
OF EFFECTIVE LAW ENFORCEMENT

by
JOHN JOSEPH CODY

A Thesis Submitted to the Faculty of the Institute of Social and
Industrial Relations of Loyola University in Partial
Fulfillment of the Requirements for the Degree of
Master of Social and Industrial Relations

June
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LIFE

John Joseph Cody was born in Chicago, Illinois, August 13, 1920.

He was graduated from Mount Carmel High School, Chicago, Illinois, June 1939, and from De Paul University, August 1951, with the degree of Bachelor of Philosophy, majoring in Sociology and minoring in Education and Applied Psychology. He began his graduate studies at Loyola University in February 1956.

Joined the Chicago Police Department in 1946 after serving with the Adjutant General's Department of the U.S. Army Air Corps in the Southwest Pacific during World War II.

For a number of years Mr. Cody performed general district patrol duty, foot as well as squad car, subsequently he was transferred to the Headquarters of the Chicago Police Department as a secretary. He was further assigned to duty as the Administrative Assistant to the Deputy Commissioner for Staff Services. In this assignment, he was responsible for coordinating the activities of the Records and Communications Division, the Services and Supplies Division, the Crime Prevention Division, and, too, the Personnel and Training Division.
He has served since 1951 as the Academic Liaison Officer with the Chicago Board of Education in the Police Studies Program on the Junior College Level; also, he has served as a Police Education Consultant for other police agencies and lectured before various civic, college and governmental groups.

Since 1954, he has served as a lecturer and visiting faculty member of the Chicago Police Training Division. Also was the organizer and director of Seminars in training programs for Juvenile Officer and Commanding Officer Personnel of the Chicago Police Department.

Mr. Cody has considerable experience in the fields of teaching, and personnel management and administration.
To

My Mother and Father
ACKNOWLEDGMENT

Any paper that is the outgrowth of months of thought and action reflects the influences of many different personalities. The author is most grateful to those who contributed their valuable personal comments.

I am indebted to my wife, Rosemary, for her understanding and encouragement during the time it has taken me to complete my schooling and to prepare this thesis.

Rosemary had to forego many outside pleasures while I stayed at home and labored over this presentation. Her untiring patience, invaluable suggestions, and "critical eye," however may have enabled me to produce a worthwhile paper. I am sincerely grateful.
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CHAPTER I

INTRODUCTION AND

HISTORY

We, the people of the United States, in order to form a more perfect Union, establish justice, insure domestic tranquility, provide for the common defense, promote the general welfare, and secure the blessings of liberty to ourselves and our posterity, do ordain and establish this Constitution for the United States of America.¹

These words of the Preamble of the Constitution of the United States of America very pointedly indicate to every citizen of our country the fundamental rights of life, liberty and the pursuit of happiness.

The role of the police in a democratic society is to maintain the delicate balance between the liberty of the individual on one hand, and the demands of society for protection against the public weal on the other. In the discharge of this role and to uphold such liberty, law enforcement personnel must always be objective in the performance of their duties. They must be constantly mindful of the constitutional rights of the people.

¹Preamble of the Constitution of the United States of America.
Without security for life, liberty and property, without a firm foundation for the national structure, the national fibre would slowly corrode. Just as ordered liberty surely is the companion of freedom, so too, is national discipline essential to our way of life. Hence it is obvious that crime, breaches of law and order, offenses against the rights of individuals or against the government are the greatest of our dangers, a concern within our society.

This is a study of law enforcement, a highly controversial subject. It is a report of how an integral part of society functions and the services that are rendered in its workings and operation.

The administrator of a law enforcement organization faces many problems, some internal, involving only its organization, and some external, involving directly the public. Probably no organization in its day-to-day activities faces more complex community relationship problems than the modern police department.

Centuries ago, there were no police problems comparable with those of today. Such problems were much easier to handle. At first people were governed by the Ten Commandments. Common law commenced to prevail. Then the police readily divided the populace into two classes: the outlaws and the law abiding. Today with the thousands of statutes and ordinances, every citizen is a potential, if not an actual law violator. For his own pro-
tection and the protection of others, every citizen pays taxes to have the police department enforce the laws. The very law which protects a citizen at one moment harasses him at the next.

Emphasis is laid throughout this study on the fact that a law enforcement officer, a policeman, is like other citizens but with this difference: he is one who has undertaken a particularly arduous career, calling not only for obvious qualities of courage and devotion but for other less obvious qualities of which most people, unfortunately, are not conscious. In this career, it is pointed out the law enforcement officer is the agent entrusted by his fellow citizens with the guardianship of their lives and the maintenance of laws. The police are ever mindful, further, that it is the duty of government, not the police, to ensure that rules which the police must enforce are framed and enacted in accord with the principles of government.

The purpose of this thesis is to present a comprehensive analysis of the various elements that tend to influence law enforcement. To accomplish this end, the writer will indicate the diversified approaches to remedy the practices which exist; he will attempt to show, in addition, what is the interrelationship and trend as to the responsibilities of government and of the services to be rendered.

The author utilized in this study the primary literature in the field of law enforcement; he utilized, as well, related data,
such as personal interviews with officials and aides in law enforcement agencies and recognized authorities in policing. Finally, personal observation in a large urban police department and contacts with other law enforcement agencies in this field were taken into consideration.

Unlawful behavior is never a static phenomenon; it grows as long as it is not repressed. It is the belief of the most responsible and best informed authorities that the present period of the twentieth century is marked by an increasing wave of criminality due, partly to the lack of ethical principles, partly to economic inequalities and partly to the disease of crime itself. 2

That crime is a disease and is contagious, there is no question. 3 Its perpetrators are sick. It is known that crimes of greater or less magnitude are practiced or encouraged by persons who do not think of themselves, and are seldom thought of as members of the criminal classes, but who willingly profit by the crimes of others.


While it is outside the scope of this paper to deal at length with the history of police and law enforcement, it is essential, however, to reflect even if briefly, on the origins of modern police departments.

The word "police" is derived from the Latin, "politia" and the Greek "polieia" meaning government of the city. It has come to mean that group of men to whom the people, through their governmental representatives, have delegated certain of their powers in order that the essential tranquility of government and the security of its citizens pursuing their lawful occupations might be guarded more efficiently.

The term police designates the civil organization established as an instrument of government to enforce the laws and regulations which the police deem necessary for the maintenance of a certain codified pattern of behavior they recognize and feel they are obliged to enforce.

These laws and regulations are rules of civil conduct prescribed by the people commanding what they consider to be right and prohibiting what they consider to be wrong.

The police personnel are not recognized by law and/or tradition as a force distinct from the general body of citizens.

The police themselves possess few powers not enjoyed by the ordinary citizen and public opinion has expressed great jealousy of any attempts to give them increased authority.

As police see their role, they are specially qualified men paid to perform their duties which they might have done voluntarily acting within their rights as citizens. Thus it is quite accurate to say that a policeman in reality is a citizen acting on behalf of his fellow citizens.

Again, it may be said, that the word police in the broad sense means the regulation and control of a community especially with reference to the maintenance of public order, safety, health and morals.5

As far back in the history of civilization as one wishes to look, it may be found that some civil force has been deemed necessary to protect members of the community and their property from one another. Just as armed bodies were found necessary to protect the community from hostile acts by outsiders, some means had to be found to deal with those within the community who refused to abide by the codified pattern of behavior dictated by that particular society.

However, as in the history of criminal law, one sees the gradual yielding of private vengeance to public vengeance, correc-

5Rollin M. Perkins, Elements of Police Science (Chicago, 1943), vii.
tion and rehabilitation, the legislation of laws and the powers of enforcement have gradually been transferred from the hands of state rulers. This has been the natural sequence of events following closely the gradual evolution from the arbitrary imposition of regulations by monarchs, emperors, and dictators to the more responsible form of social discipline upon which a democracy is founded.

The forerunner of the modern police force was formed in London by Sir Robert Peel in 1829 and although it did not meet with public approval, the speedy reduction in crime against property and persons soon won favor and support.6

In this country a true police department was formed at a much later date, although there were early movements in this direction. In 1699 the province of Massachusetts passed a statute authorizing the establishment of a suitable watch to keep the peace from nine in the evening until sunrise. Provision was also made for a "ward" in the daytime.7 Thus there was the "watch and ward"—night and day service for the purpose of maintaining law and order. This scheme of protection was adopted in a number of large settlements along the east coast of the Colonies. But it was not until

a statute in New York in 1844 provided for a consolidation of the "day and night police" that the basis for the modern police department in this country may be found.  

The police system in the United States 100 years ago was not simple; nor was it completely adequate to meet the needs of the time. The multiplicity and the duplications of responsibilities created a system poorly adapted to deal with the local behavior and crime conditions. It was even more ineffective in coping with crimes whose ramifications extended beyond the local jurisdiction. Its ineffectiveness was aggravated by the wide expanse of territory and the independence of the surrounding communities.

The law enforcement problem in America is of long standing. Springing from the creation of the first police establishments on the American shores, it has continued to grow in complexity with the passing years. It is still a prominent feature of the American scene largely because of long standing errors in the organization and management of police and in the methods employed to assure popular control.

The police problem is due partly to inactivity and neglect by the general body of citizens. The early settlers were busy

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8Harry E. Barnes and Negley K. Teeters, 

finding new homes and livelihoods and thus gave little attention to a law enforcement agency. No great thought was given to police or to "police problems" until the growth of towns and then cities. Even at that early date, it was probably too late to rescue the police from the control of the town political machinery which has since exploited them so thoroughly.\textsuperscript{10}

Law enforcement has a deep social significance. Its efficiency or inefficiency affects a community in many ways and everyone in some way. It is not something which can be taken or left at will. A police department is much more than mere law enforcement, a negative agency existing solely to capture offenders. Policing has a positive function that should have a deep meaning for all the people.\textsuperscript{11}

Throughout the course of history, freedom has been a universal goal of man. The battle against tyranny has been, and is today, a constant one. Again, and again, civilizations have fought their way upward against terrifying odds to achieve some form of individual freedom, only to see it engulfed again in the darkness of ignorance, inaction and lack of vigilance.

For approximately one hundred and eighty-five years the plan of government conceived by our forefathers has operated with unsurpassed success. The decentralized form of law enforcement in

\textsuperscript{10}Smith, p. 4.

\textsuperscript{11}Sutherland, p. 331
the United States is a direct and necessary product of the historical development of this country as a nation. The pattern of the police agencies as well as the structure of our constitution—both national and state—follow closely the development of our whole governmental pattern. When circumstances dictated the necessity, therefore, law enforcement agencies or departments, developed.\textsuperscript{12} As a result of this growth, widely diverse departments in law enforcement emerged in the United States.\textsuperscript{13}

Just as the concept of home rule places responsibility for the governing process squarely on the individual in the community, so too, the responsibility for the enforcement of the law rested on exactly the same shoulders.

Thus, it has come about that our police system has grown up with the country. Since the growth came about under extraordinary and diverse circumstances, police departments have never really enjoyed an opportunity for orderly and consistent development. From the earliest days of modern police departments, the police have not found public favor. They continue to be the object of attack by the press, the courts, civic and commercial as-

\textsuperscript{12}Ibid, p. 330

sociations, labor leaders, politicians, ambitious office seekers, reformers and criminals.\textsuperscript{14} Police departments continue to be a veritable "whipping post".

Today, the great and vital factors with regard to law enforcement are the significant steps forward from that early beginning—a series of progressive advances extending from the rank and file through the administrative echelons—which have transformed the overall picture of law enforcement in the United States.

Decentralized law enforcement in the United States is fulfilling its promise. It is living up to the great trust which was implicitly stated in the simple, liberty-giving concepts of the Founding Fathers. Law enforcement in this country is beginning to come of age.

Law enforcement is not a simple success story from an early beginning; it is more than that. Against the conditions of the time, it is a history of dreams and ambitions, of struggle and despair, of misunderstanding and even of hatred, of trial and error. It is also an account of improvement through experience; and the courage of men.

To evaluate events of a century or more ago in the light of present day standards and practices is to invite distortion and commit injustice. Past events can be better weighed and understood in the light of their own times and scenes.

\textsuperscript{14}Smith, p. 2.
Since this study does not sift the detailed record of the early turbulent years of this country, the writer does not qualify himself as a true historian and attempt to establish the degree of historical truth or falsehood behind the charges pertinent to the incidents and times. However, a definite degree of relevance to the behavior record of modern times must be recognized in past events.

The science of law enforcement is very young in comparison with the professions of medicine, law, engineering, and teaching; these latter have comparatively lengthy historical backgrounds. For example, while medicine can trace its history back to Hippocrates, about 300 B.C., organized law enforcement in the United States, in contrast, can point to an existence of a little more than 100 years.15

Thus, New York City's police force was established in 1844, Chicago's in 1851, Cincinnati and New Orleans in 1852 and Philadelphia and Boston organized in 1854.16

These small beginnings now measure about 40,000 separate police agencies in the United States employing about 250,000 men and women at the cost of billions of dollars a year.17 There

15American Peoples Encyclopedia (Chicago, 1948), XV, 10-480.
are also some twenty or more Federal law enforcement bodies, 50
state police units as well as police forces of some description
in approximately 3,000 counties, 16,000 municipalities and more
than 19,000 townships in the United States. 18

18 U.S. Department of Justice, Uniform Crime Reports,
p. 17.
CHAPTER II

THE FUNCTIONS OF A
POLICE DEPARTMENT

The police function as noted in our society may be developed from the following:

The protection of life and property against criminal attack and the preservation of the peace have always been the primary purpose of police departments. Police protection must also be provided against the harmful acts, both willful and inadvertent, of the non-criminal as well as the criminal class. In addition police departments are charged with the enforcement of a wide variety of state and local laws, ordinances, and regulations dealing with all sorts of subjects. Many of these are designed to safeguard the morals of the community, and through their enforcement the police department becomes the principal agency of society for protection against immoral conduct. For every ill or abuse the typical American response is "There ought to be a law against that," with the result that the statute books and city ordinances are filled with prohibitions against conduct which many persons regard as innocent.1

If people think their homes or persons are endangered, they call the police. They have been accustomed, since childhood, to call the police in any type of emergency. They call the police for rescue work in any kind of an accident. They make their com-

plaints to the police, if they note any kind of public safety hazard. By education people seem to turn to the police for protection or for guidance in any emergency.

While the duties of law enforcement personnel are varied; the primary police duties seem to fall within the following categories: to patrol the streets, to regulate traffic, to investigate crime, to suppress vice and to control juvenile offenders.2

These day-to-day duties and responsibilities of law enforcement are ever present in our society. The citizen of today seems to expect police personnel to be constantly on the alert.

It is axiomatic that the finest of precision tools are of little value unless the user knows just how and where he can use them most effectively. This is especially true in the field of law enforcement. The most selective system of recruiting, the most brilliant type of academy and in-service training, the procurement of the best type of equipment, while commendable and mandatory to the proficiency of any large police department, would be of comparatively little value unless the personnel--trained, qualified and capable of utilizing these advantages, is allocated so properly as to obtain the very maximum of effective coverage.3

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What methods are employed to accomplish this objective? No two police problems are identical in all respects. Each one differs in its own circumstances. Yet, despite these differences, it is still possible to catalog all types of police problems in sufficiently broad general categories to enable the administrators to devise plans or blueprints to cover almost all situations. The writer suggests two general classifications which conceivably might encompass all types of problems with which every department is faced.

In the first classification, the routine of general day-to-day situations which normally confront all police departments is found: such as, accidents of all types, neighborhood disturbances, lost or missing persons, purse snatchings, strong-arm robberies, assaults, pick-pockets, thievery of all sorts, and in general that sort of situation which one would expect to find in a large city every day.

The first classification might be broken down even further by the addition of the seasonal or the occasionally special problem, routine in its nature, but not necessarily expected every day. These seasonal problems are normally expected year after year, such as increased traffic problems during holiday seasons and school openings and an increase in petty thievery, pick-pockets and crowd control in congested areas during holiday shopping seasons.
Special problems, routine in their nature, might also include constant special surveillance over liquor, gambling and prostitution situations, the appearances of a President or other public figure, and funerals of prominent citizens or officials. All of these and similar problems occasion the assembling of large groups of people, all of which are specially attended to, but are routine in their nature because one should expect to meet them in the course of routine operations.

The second general classification is that of the emergency type as distinguished from the routine or ordinarily expected type. In this group may be found the problem which, while subconsciously expected by every police officer, is nevertheless sudden, abrupt and, at the moment, unanticipated. It is a problem that at the time of its occurrence requires immediate and most effective treatment. In this category would fall the hold-ups, riots, shootings, gun battles, fires, hurricanes, tornadoes, floods, accidents, explosions, and similar incidents.

In a broad sense, all of these situations might be classified as normally expected police problems; yet for technical personnel assignment and distribution planning, they might be reduced to the category as suggested. Of course, to the average citizen, little acquainted with the technical side of law enforcement, all of
these problems are expected to be met promptly and efficiently, and be overcome immediately.\textsuperscript{4} When police work is effective, the public approves. On the other hand, when mistakes are made, even though they may be innocent and unavoidable, a wave of loud and violent criticism is directed toward law enforcement officials.

Unfair as this attitude may seem to be, it is one of those occupational hazards that the average police officer must learn to accept and bear. This writer feels certain that the time is not too distant, when law enforcement officials will be the beneficiaries of universal approbation, rather than as is too often the case, universal criticism.

There are, by far, more routine police problems than any other type. It is logical, therefore, that the great majority of available officers, though equipped also to meet special and emergency situations, should be assigned to the task of minimizing these problems.

The most effective method of controlling, curtailing and minimizing routine problems is the combined use of both foot and motor patrol.\textsuperscript{5} Experience has indicated that the foot patrolman is by no means a thing of the past. On the contrary, the foot patrolman is still the most effective police weapon in many instances.\textsuperscript{6}


\textsuperscript{5}Wilson, p. 97.

\textsuperscript{6}Clift, p. 150.
Like the City of New York, many cities inaugurated an experimental policy of concentrating large numbers of foot patrolmen in heavy crime areas which resulted in a substantial reduction in crime. Probably two reasons account for this reduction; first, the foot patrolman whose patrol area was not too large, was close enough to the scene of the incident to effect prevention or to make a prompt detection and apprehension; and second, the imminent presence or possible appearance of a foot patrolman in the immediate vicinity constituted a definite psychological deterrent to the potential criminals.

In routine police work the largest number of foot patrolmen possible will provide the maximum efficiency of police operation in a restricted patrol area if it is supported by as many squad cars as obtainable and if their efforts complement each other's activities. 7

Day-to-day normal crime in the urban areas could be substantially reduced by the use of this type of coverage. Both foot and motor patrols performing complementary functions, manned with a maximum of personnel, and constantly patrolling assigned territories or districts, should produce amazing results. Naturally, this method of patrol presupposes every assigned officer is qualified to cope with each problem he meets through the type of

7 Wilson, p. 98.
training afforded him by present day police methods. His ability as a trained member of a law enforcement agency should never be questioned.

In any scheme of law enforcement, it should be obvious that foot patrol and motorized patrol and the allocation and distribution of personnel to routine assignments should be carefully planned so that they are flexible and capable of manipulation in the event of an emergency requiring the temporary withdrawal of some personnel for use elsewhere.8 This should be accomplished with a minimum of operational impairment.

Although routine in nature, traffic control (accident prevention and investigation) is a definite part of the police function and responsibility.9 The use of specialized units for this function depends upon the circumstances and conditions that arise in a particular locality. Normally, it is to be found that the traffic units are generally charged with this responsibility, but they also work in conjunction with the other patrol units in the interest of time and efficiency.

Police administrators should remember that the greatest portion of the job of any police department is routine in its nature; this does not necessarily mean routine in a dull or uneventful

9Wilson, p. 98.
sense but in the sense that they are normal daily occurrences. Hence, while every effort should be made to distribute and assign men in such a manner as to attend first to routine functions, at the same time they must be alert and prepared to meet various emergencies.

It is difficult to conceive every type of emergency situation that might arise, for an emergency in itself is a sudden, unexpected incident, potentially tragic and calling for immediate and capable attention.

Departments necessarily must possess the equipment to carry out their emergency capabilities; many times, for example, it is as necessary for the police to assist in caring for sick and injured parties as it is for prisoners and other citizens in need of emergency service.

While economic and social problems fall into the hands of Economists and Sociologists, the intimate handling of people in distress is usually the duty of the police officer. How to recognize and handle problem situations must not be learned by trial and error. The law enforcement officer must have the pertinent information and skill to discharge his many duties confidently and efficiently.

10Clift, p. 153.
Every law enforcement officer is charged with protecting lives and property. This objective is the goal toward which every police officer and police official should constantly turn his sights. Though he may reserve to himself the fundamental constitutional right to criticize, the citizen recognizes and will concede that top grade police service is an indispensable necessity to society. Without it there would be chaos and disorder. With it, citizens can enjoy life in public peace and civic order which helps them maintain a respect for the rights of their fellow men.

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CHAPTER III

PERSONNEL MANAGEMENT AND
ADMINISTRATION

The law enforcement machinery is an instrument of the people and the effectiveness of its application depends upon the preparation, training, and integrity of the police officer upon whose shoulders the burden of application falls.

The administration and the management of the law enforcement organization is the responsibility of the executives of government and its duly authorized representative and as such is a prime factor in our society.

There is no short cut to a solution of the law enforcement problems; and, although the crime problem is slowly but steadily growing nationally despite increases in police strength, exposure of crime combines, investigations by legislative committees and by the civilian crime commissions, there is no new technique or procedure that can be advanced as of right now.
The following is an excerpt from a bulletin of the Federal Bureau of Investigation:¹

Major crimes were over the 2-million mark for the fourth year but a slight DECREASE of two-tenths of one per cent made 1955 the first year in eight not to register an increase.

POPULATION AND CRIME: Population has increased 9 per cent and crime has increased 26 per cent since 1950—the percentage increase in crime is almost 3 times that of the population.

(Major crimes—murder, manslaughter by negligence, rape, robbery, aggravated assault, burglary-breaking and entering, larceny-theft, and auto-theft.)

The foregoing gives an indication of what the law enforcing agencies in the United States have to contend with in their day-to-day activities.

In order to appraise the organization of a law enforcement agency, it is imperative that the following fundamentals be observed: 1. adequacy of command; 2. proper grouping of police functional activities; and 3. sound methods of operation and control.

Adequacy of command arrangements would be interpreted as the proper span of control for the chief administrative officer, the chief of police.² For effective supervision the span of control must not be too broad. Too many superior officers reporting


directly to the chief executive for approval of actions or guidance becomes cumbersome. The daily activities of a chief administrative officer and down through the line in the administrative units of an agency are many; personal interviews, public relations matters, and the devoting of sufficient time to planning so requisite to a progressive police department. And hence, the competence and reliability of subordinates and the ability of the department head to delegate authority must be determined.

The proper grouping of police functions under unified command is as well recognized in law enforcement as it is in business administration. It is sometimes difficult to realize how sprawled out a police department can become. The haphazard growth that comes into being when a department grows gradually with a city often results in a splatter of organizational police units. It is known that like or related tasks belong together and function better under singular direction. Failure to clearly and precisely define the function and limits of a given unit adds materially to its becoming an entity in itself; not a working member of the team, but an independent organization assuming new and greater proportions.

Every police department has those units which do the fighting and those which help to fight. Those tasks involved in actually bringing the police service to the people may be called line activities and those which support the fighting members may be called staff services.
The public mostly comes in contact with the operating divisions such as the patrol force, the detective or criminal investigator, the traffic division, the crime prevention division and the vice investigative unit. Supporting these units may be found the records and identification, the communications, laboratory, personnel, training, planning, detention and maintenance units. These are all factors that the overall law enforcement agency is directly concerned with in its daily activity.

Not to be discarded is the method of control—direct supervision. There should be a method of ascertaining that the two major services; the line division and the staff division, are performing according to departmental standards, to check on the adequacy of the command arrangements, to assist in correlating all activities and to keep on a high plane personal integrity and general efficiency. It may be considered that this method of control is a form of insurance needed by the administrator to see that assignments are carried out.

Changes in police administration do not represent progress except when they increase police effectiveness in the accomplishment of their aims. Effectiveness in the accomplishment of the police purpose means more than the suppression of criminal activity and the apprehension and conviction of criminals. As noted the primary police functions may be considered the protection of life, liberty and property and thus the assurance of a
peaceful, convenient and pleasant way of life for all persons in accordance with the supreme law of the land, the Constitution of the United States.

Failure in the accomplishment of the law enforcement goal invariably makes the life of some law-abiding person unsatisfactory. Progress, therefore, may be measured in part by public satisfaction with police services. But public opinion is fickle; it is sometimes quickly changed by relatively unimportant incidents. Crime and accident rates and the proportion of crimes cleared by arrest and of stolen property recovered give some evidence of accomplishment by individual police forces, but incomplete statistics and the lack of uniformity in their record keeping procedures make it impossible for an accurate appraisal of police progress during the past century.

The population of this country has grown rapidly during the past century, and has become more and more concentrated in urban areas. Population density apparently promotes criminal behavior. This, together with rapid growth and urbanization of the population, has made more difficult the assurance of a peaceful, convenient, and pleasant community of life. In consequence, the police have been burdened with many new tasks designed to increase their overall responsibilities.

Improvements in transportation have provided the population with a mobility that has complicated the repression and success-
ful investigation of crime. These improvements also fostered a migrant class which lacks community roots that provide a desirable control for those who lead more settled lives.

Automobiles for example have added to police burden; they have stimulated and facilitated the commission of certain types of crimes, and the regulation of their movement and control--such as parking--occupies a very high percentage of police effort in some communities.

The preservation of peace, the protection of life and property, the safeguarding of civil rights, and the maintenance of social order are essential to the function of a democratic society.

To provide for this peace, security, safety, and freedom, the local police department is engaged in activities designed to enforce the law, detect and apprehend criminals, prevent crime and delinquency, provide safety in commercial organizations, and promote highway safety.

Although considerable progress has been made in police procedures, selection, training, and equipment, advances in technical proficiency have not been paralleled by equal progress in the techniques of the internal management of a police department. Police science has been advancing faster at the bottom of the department than at the top; thus, while great effort has been devoted toward the improvement of the patrolman and the detective at the bottom, relatively little attention has been given to the
development of competent police administrators at the top.

Administration with a police department requires not only successful experience by law enforcement personnel, but also special talents and a number of particular skills that are not acquired in the course of ordinary police training and experience.

It is often suggested that college trained people be put in administrative positions without realizing that academically trained personnel must supplement their classroom preparation with first hand experience of the duties and responsibilities in the field of law enforcement. They must have time to acquaint themselves with the factors functioning in a practical situation.

After a period of thorough indoctrination and on the job training performance, a qualified group of police personnel may be trained on the level of junior executive training programs in industry.

Since one of the most effective guards against crime is a well trained and disciplined police department with competent administrators, it is obvious that a vigilant and aggressive citizenry can expect the maximum output consistent with the abilities, energies, interests and motives of the people in the field of law enforcement.³

With regard to crime causation, it would be difficult to devise a combination of factors more conducive to crime and dis-

order than is found in the typical city of the United States. Rarely does history record so many people of various beliefs and modes of conduct grouped together in so competitive and complex a social structure as the urban areas. The confusing variety of religious and political creeds, national origins, and diverse cultures is matched only by the extremes of ideals, emotions, and conduct found in the individual.

The following is a list of some of the factors which affect crime in a community:

1. Population of the city and metropolitan area adjacent thereto.
2. The composition of the population with reference particularly to age, sex, and race.
3. The economic status and activities of the population.
4. Climate.
5. Education, recreational, and religious facilities.
6. Number of police employees per unit of population.
7. Standards governing the appointments to the police force.
10. Degree of efficiency of the local law enforcement agency.

Charged with maintaining this precarious order by enforcing confused and duplicated laws, municipal, county, and state statutes, is the local police department. Although this would prove a difficult task under ideal conditions, it is aggravated by unusual factors of our mode of every day life.

Although the principles and practices of sound organization found in many text books would seem to fit police departments large and small, their application becomes progressively more difficult as the size of the department increases. As the growing complexity of the great cities creates more and more varied problems, the police organization tends to subdivide and take on new tasks in an effort to cope with the pressing daily problems. Almost invariably, the lines of demarcation between primary responsibility, service, and non-police elements of the organization become narrower and less distinguishable. At this point the wisdom of first laying a foundation of public support should become apparent to those concerned with the administration of law enforcement. Every police activity however ineffectual and costly, has public supporters who, because of selfishness or misunderstanding, will oppose its reduction or elimination. Unless the administrator has enlisted broad support, his attempts to reform the police structure will be defeated by small but vocal interest groups.

Modern concepts of police responsibility have also imposed some new tasks on the police and have increased the proportion of police effort directed at others. Thus, while police administrators are devoting increasing attention to the problem of juvenile delinquency; special divisions are charged with the control of juvenile behavior and some form of treatment of the problem children. A recognition by both the police and the public of the rela-
tionship between vice and organized crime with its corruption and acts of terrorism has resulted in an increasing proportion of police effort directed at their repression. An acknowledgment of the need for direct or indirect public support has also resulted in the directing of police responsibilities into new channels. Informing the public, organizing the community, and improving their public relations are tasks that are recognized today by progressive police administrators as essential to the effective accomplishment of their purpose. Although little realized but nevertheless true, a high degree of civic order that Americans enjoy is directly traceable to efficient law enforcement agencies.

Essential to the efficient conduct of police duty is a complete mutual understanding between the public and the police. No responsible person would suggest that the police officer should be unnecessarily hampered in the performance of his duty. Unfortunately, in some instances, he is coerced by local political power. This is a practice which corrupts and undermines the proper enforcement of law and order.

There must be established definite rapport for complete public cooperation.

The public is rightly jealous of its liberties and maintains close guard less police action should interfere with the property rights and civil rights of the individual. It is equally important for the public to appreciate that without the maintenance of
civilian imposed law and order, basic civil liberties would be threatened; and when considering the liberties of the individual suspected of a crime, not be unmindful of the fact that the crime itself involved a serious invasion of the rights and liberties of another person or persons.

With the feeling of independence and the enjoyment of liberties and freedoms brought about by living under a democratic system, people are inclined to lose sight of the responsibility they owe to the law enforcement agencies charged with the duty of ensuring that these liberties and freedoms are not impaired.

There can be no order or peace and security in a society where there is no discipline. In a democracy, society imposes this discipline upon itself and employs certain of its members who are specifically qualified to enforce it. Those so charged make up the modern police force and thus the citizenry has a feeling and assurance of collective security within their environment.

Turning to urban law enforcement, a discussion of police techniques should be prefaced with a word of caution; there are few greater pitfalls in police work today than the practice of adopting a technique for its own sake. Due to a lack of accurate work-measurement devices, such as commerce has in its profit and loss system, administrators and other officers often go through the motions of new procedures and scientific techniques with little attention to whether or not results are forthcoming. Law
enforcement cannot measure its results in dollars and cents; this is an intangible item—A Service.

Law enforcement is totally dependent upon the public for its life, its strength, and its effectiveness. It cannot divorce itself from the community and seek to exist alone. However critical the need may be for professional law enforcement status, it will not come into being until the public itself, recognizes the need. A great need of law enforcement necessarily is not higher authority but an awareness of greater responsibility at the citizen level.

Police cooperation shows a tendency to expand, but the future of this cooperation must rest upon the mutual good faith of the agencies concerned. At the beginning of the present century many of the devices which now aid cooperation, such as two-way radio, point-to-point radio, teletype, handi-talkie, speed-photo, and telephone car-to-car communication were unknown in many departments; from the talking stage in recent years, these police aids in law enforcement are gradually being utilized to their full potential.

Rapid developments in communications and transportation have necessitated change in modern methods of police cooperation. Today, crime is no longer always a local matter. It is when crime crosses town, city or state borders that the processes of departmental cooperation must come into play. Experience has demon-
stated that the present system of cooperative law enforcement--national, state, and local--is the best system.

A close examination of the facts indicates that the tools of effective law enforcement lie within the grasp of every city and county which choose to use them. Those communities which do not utilize the crime-fighting weapons at hand, but attempt to shift the responsibility for crime in their area to elsewhere, are not seeking a solution; in fact, indulging in such a maneuver can have no good results.

The fields of knowledge of the sciences and administration and of police operations have been explored by book-wise and forward looking police personnel and others with a manifest interest in the betterment of law enforcement functions, and, too, professionalization.

As the areas of police thinking and the fields of police operation are pushed to ever wider horizons, the police officer's library becomes broader and, too, specialized in its coverage. Inevitably a thorough treatment of each field of police interest demands an almost microscopic attention to detail.

As noted, the New York State Legislature in the year 1844 established the first real municipal police force in this country for the city of New York with an authorized strength of 800 men.

Soon after in 1855, a Chicago Ordinance authorized a police force of 3 captains, 6 sergeants and 60 patrolmen.
Today, by contrast, the City of New York has a complement of police personnel amounting to twenty-four thousand. In Chicago, the crossroads of the country, there are eleven thousand police officers.

A survey conducted in 1931 by the Citizen's Police Committee created to study "Chicago Police Problems" recommended that the department, upon an analysis of the services rendered at that time, be increased from five thousand to thirteen thousand members—an increase of eight thousand. At that time, the vehicle complement was 87 pieces; as contrasted with 1,242 pieces of vehicular equipment today.

According to the national Census of 1950, there were over 150,697,361 people in the United States. There were of this number, 87,066,845 living in 3,781 cities indicating how the widespread work of the urban police department provides for the collective security of these people.

As of April 30, 1958, full-time police personnel averaged 1.8 per 1,000 inhabitants (1958 estimated population). In the largest cities (those with over 250,000 inhabitants) there were 2.4 police employees per 1,000 inhabitants.

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The following interesting data indicates the percentage of police employees per 1,000 population:

<table>
<thead>
<tr>
<th>Population</th>
<th>Number of Cities</th>
<th>Police per 1,000 Population</th>
</tr>
</thead>
<tbody>
<tr>
<td>Over 250,000</td>
<td>41</td>
<td>2.4</td>
</tr>
<tr>
<td>100,000 to 250,000</td>
<td>63</td>
<td>1.6</td>
</tr>
<tr>
<td>50,000 to 100,000</td>
<td>128</td>
<td>1.5</td>
</tr>
<tr>
<td>25,000 to 50,000</td>
<td>269</td>
<td>1.4</td>
</tr>
<tr>
<td>10,000 to 25,000</td>
<td>797</td>
<td>1.3</td>
</tr>
<tr>
<td>Less than 10,000</td>
<td>2,406</td>
<td>1.3</td>
</tr>
</tbody>
</table>

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<table>
<thead>
<tr>
<th>CITY</th>
<th>POPULATION 1950 Census</th>
<th>NUMBER OF POLICE PERSONNEL</th>
<th>HOURS PER WEEK</th>
<th>MAXIMUM PATROLMAN SALARY</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. New York, N.Y.</td>
<td>7,891,957</td>
<td>24,816</td>
<td>42</td>
<td>$6,080</td>
</tr>
<tr>
<td>2. Chicago, Ill.</td>
<td>3,620,062</td>
<td>10,189</td>
<td>40</td>
<td>5,640</td>
</tr>
<tr>
<td>3. Philadelphia, Pa.</td>
<td>2,071,605</td>
<td>6,000</td>
<td>44</td>
<td>4,930</td>
</tr>
<tr>
<td>4. Los Angeles, Calif.</td>
<td>1,970,398</td>
<td>5,771</td>
<td>40</td>
<td>6,540</td>
</tr>
<tr>
<td>5. Detroit, Mich.</td>
<td>1,849,568</td>
<td>4,854</td>
<td>40</td>
<td>5,669</td>
</tr>
<tr>
<td>6. Baltimore, Md.</td>
<td>946,708</td>
<td>3,034</td>
<td>43</td>
<td>5,000</td>
</tr>
<tr>
<td>7. Cleveland, Ohio.</td>
<td>914,808</td>
<td>1,980</td>
<td>40</td>
<td>5,772</td>
</tr>
<tr>
<td>8. St. Louis, Mo.</td>
<td>856,796</td>
<td>2,565</td>
<td>44</td>
<td>5,200</td>
</tr>
<tr>
<td>9. Washington, D.C.</td>
<td>802,176</td>
<td>2,563</td>
<td>42</td>
<td>6,000</td>
</tr>
<tr>
<td>10. Boston, Mass.</td>
<td>801,444</td>
<td>3,052</td>
<td>40</td>
<td>4,450</td>
</tr>
<tr>
<td>11. San Francisco, Calif.</td>
<td>775,357</td>
<td>1,818</td>
<td>40</td>
<td>6,192</td>
</tr>
<tr>
<td>12. Pittsburg, Pa.</td>
<td>676,806</td>
<td>1,526</td>
<td>44</td>
<td>5,450</td>
</tr>
<tr>
<td>13. Milwaukee, Wis.</td>
<td>636,392</td>
<td>1,815</td>
<td>40</td>
<td>5,726</td>
</tr>
<tr>
<td>14. Houston, Tex.</td>
<td>596,163</td>
<td>1,158</td>
<td>40</td>
<td>4,860</td>
</tr>
<tr>
<td>15. Buffalo, N.Y.</td>
<td>580,132</td>
<td>1,572</td>
<td>40</td>
<td>4,800</td>
</tr>
<tr>
<td>16. New Orleans, La.</td>
<td>570,445</td>
<td>1,051</td>
<td>48</td>
<td>4,500</td>
</tr>
<tr>
<td>17. Minneapolis, Minn.</td>
<td>521,718</td>
<td>635</td>
<td>40</td>
<td>5,748</td>
</tr>
<tr>
<td>18. Cincinnati, Ohio.</td>
<td>503,998</td>
<td>977</td>
<td>40</td>
<td>5,502</td>
</tr>
<tr>
<td>19. Seattle, Wash.</td>
<td>467,591</td>
<td>878</td>
<td>40</td>
<td>5,640</td>
</tr>
<tr>
<td>20. Kansas, Mo.</td>
<td>456,622</td>
<td>910</td>
<td>48</td>
<td>5,220</td>
</tr>
<tr>
<td>21. Newark, N.J.</td>
<td>438,776</td>
<td>1,431</td>
<td>40</td>
<td>5,400</td>
</tr>
<tr>
<td>22. Dallas, Tex.</td>
<td>434,462</td>
<td>1,109</td>
<td>40</td>
<td>4,740</td>
</tr>
<tr>
<td>23. Indianapolis, Ind.</td>
<td>427,173</td>
<td>876</td>
<td>42</td>
<td>4,480</td>
</tr>
<tr>
<td>24. Denver, Colo.</td>
<td>415,786</td>
<td>822</td>
<td>47</td>
<td>5,616</td>
</tr>
<tr>
<td>25. San Antonio, Tex.</td>
<td>408,424</td>
<td>608</td>
<td>44</td>
<td>4,320</td>
</tr>
<tr>
<td>26. Memphis, Tenn.</td>
<td>396,000</td>
<td>677</td>
<td>40</td>
<td>4,680</td>
</tr>
<tr>
<td>27. Oakland, Calif.</td>
<td>384,575</td>
<td>783</td>
<td>40</td>
<td>6,192</td>
</tr>
<tr>
<td>28. Columbus, Ohio.</td>
<td>375,901</td>
<td>646</td>
<td>40</td>
<td>5,196</td>
</tr>
<tr>
<td>29. Portland, Oregon.</td>
<td>373,628</td>
<td>776</td>
<td>40</td>
<td>5,387</td>
</tr>
<tr>
<td>30. Louisville, Ky.</td>
<td>369,129</td>
<td>588</td>
<td>48</td>
<td>4,400</td>
</tr>
<tr>
<td>31. San Diego, Calif.</td>
<td>334,387</td>
<td>730</td>
<td>40</td>
<td>6,084</td>
</tr>
<tr>
<td>32. Rochester, N.Y.</td>
<td>332,488</td>
<td>576</td>
<td>42</td>
<td>5,076</td>
</tr>
<tr>
<td>33. Atlanta, Ga.</td>
<td>331,314</td>
<td>696</td>
<td>48</td>
<td>4,264</td>
</tr>
<tr>
<td>34. Birmingham, Ala.</td>
<td>326,037</td>
<td>443</td>
<td>44</td>
<td>4,884</td>
</tr>
<tr>
<td>35. St. Paul, Minn.</td>
<td>311,349</td>
<td>461</td>
<td>40</td>
<td>5,628</td>
</tr>
<tr>
<td>36. Toledo, Ohio.</td>
<td>303,616</td>
<td>442</td>
<td>48</td>
<td>5,503</td>
</tr>
<tr>
<td>37. Jersey City, N.J.</td>
<td>299,017</td>
<td>1,001</td>
<td>40</td>
<td>4,805</td>
</tr>
<tr>
<td>38. Fort Worth, Tex.</td>
<td>278,778</td>
<td>563</td>
<td>44</td>
<td>4,320</td>
</tr>
<tr>
<td>39. Akron, Ohio.</td>
<td>274,605</td>
<td>312</td>
<td>42</td>
<td>5,242</td>
</tr>
<tr>
<td>40. Omaha, Nebr.</td>
<td>251,117</td>
<td>429</td>
<td>40</td>
<td>4,656</td>
</tr>
<tr>
<td>41. Long Beach, Calif.</td>
<td>250,767</td>
<td>512</td>
<td>40</td>
<td>6,120</td>
</tr>
</tbody>
</table>

An axiom that applies to law enforcement as well as to private enterprise is that skillful administrators are vital to every dynamic successful form of business. It is the responsibility of those in an executive capacity to plan, direct, and control the operation of an organization.

Administration is the guidance, leadership, and control of the efforts of a group of individuals towards a common goal. Clearly the good administrator is one who enables the group to achieve its objectives with a minimum expenditure of resources and effort and the least interference with other worthwhile but secondary activities.

Educators in the field of management indicate that pertinent subject matter assists the administrator in performing his present tasks more successfully, and prepares him as well for higher and wider responsibility. With the furtherance of training, an organization, the police department, is attempting to achieve a "depth-pattern" of potentially prepared executive reserves. In the presenting of such a projected program for a reserve nucleus of administrators, a unified foundation for more competent performance at any administrative level of activity is to be established.

\[^{6}\text{V. A. Leonard, Police Organization and Management (Brooklyn, 1951), p. 20.}\]
The chief of police, the higher echelon of the department, should constantly seek to introduce, extend, and sharpen administrative applications and perpetuate orientational and in-service training curricula on the departmental level as well as on the command level. Programs calling for frequent conferences should comprise those principles and current practices of assisting in discussing operational functions of the personnel’s responsibilities.

It is becoming increasingly important and necessary that the training programs be planned to place emphasis on developing officers for supervision and command function. The function and duties of law enforcement officers have so grown in complexity that without special training a commanding officer is doomed to failure as a supervisor or administrative officer. He is certain to end up as inefficient or emotionally disturbed or both.

Industry and business have always maintained a system of preparing men for responsibility by hiring young college trained men. By this method they have had a wealth of material to develop and move forward to those positions requiring supervisory or administrative knowledge. When a business fails, many times it is learned that the principal cause of the organization's failure (decline) was due to its failure in training and developing executives.
Although in law enforcement there is not that same flexibility in hiring personnel that big business enjoys, yet good citizen morale as well as police morale demands that the best attainable procedure to personnel selection should be uppermost in the minds of governmental officials and citizens alike.

However, it is a deplorable observation that the general public gives little thought to the matter of selecting policemen to whom they owe so much not only for the protection of their material wealth but sometimes also for their very existence.

To many citizens, the only qualifications a policeman must have are a strong body and a weak mind. He is paid accordingly. He is not only pegged in the economic scale lower than that of a unskilled laborer but often regarded with suspicion and with contempt. The citizenry, also, fails to recognize that not everyone can qualify to be a good and competent police officer.

The average citizen does not understand that for one to be a good police officer, he should be a man of exceptional qualities of character, body and mind, who will not crack or bend when "the chips are down." He must possess great moral and physical courage and the superior intelligence to cope with crises and critical situations which arise without warning or expectation, such as fires, storms, explosions, floods and crimes of violence, as well as the less hazardous but, nevertheless, demanding episodes which
occur daily such as fights and disputes between citizens, serious accidents, and other emergencies, including acute illness and childbirth.

In the performance of his duties, the police officer must sometimes make life and death decisions on the spur of the moment, split-second decisions, without the advice or assistance of others. His circle of activity calls upon him to possess the elements of a hero who puts his own life on the line, have the foresight of a lawyer who must apply the law to a fleeting situation, the wisdom of a judge who must make immediate decisions on controversial and sometimes obscure facts, the ability of a psychiatrist who must distinguish realities from fancies, and with it all, to have a sense of dedication to the service he performs; finally, he must possess a sense of humor for the incidents that he must handle in his day-to-day contact with the citizenry.

Candidate patrolmen come to a department after merit board or civil service examinations designed to supply personnel for the specific position of police officer. It is felt that a definite phase of the selection process should be the establishment of an oral phase. Here, an oral board would have the opportunity to physically see the applicant, study him and find out "just what the individual is like."
The writer believes that this oral phase should be considered an integral part of the selection process which would tend to eliminate the unfit; otherwise, after a normal probation period a department would be saddled with such an individual for an undetermined period of time.

Citizens generally are unaware of the burdens placed on the police officer from the point of view of his need to make quick and efficient appraisals and judgments of situations, decisions stemming from his basic intellectual and emotional assets. Such attributes are normally expected in the judiciary, but a police officer in a lifetime of service may make more decisions daily than originate on a bench in a month. These decisions are just as important and just as essential to the well-being of the community, but are frequently more difficult because of local emotional press, lack of time, and situational stresses. The police officer and, obviously, his superiors must then possess adequate maturation and emotional stability for their everyday functions. It can therefore be assumed that the need for an adequate selection program is well recognized.

It is the opinion of the writer that the probation period for a recruit should be a period of at least one full year. A rigid aggressive program of elimination in the probation period will detect many personnel problems. In this manner a supervisor would
have a better opportunity to "weed out" a member who does not seem to make the grade, or is misplaced, or does not conform to the customs and follow the proper procedure of law enforcement.

It may be said that an adequate selection program will never guarantee absolute perfection since men change with time and situation. Such selection, however, if carefully done, would yield a total police personnel of superior emotional stability and adequate intellectual capacity, a process which will rapidly further police work in developing the status that it must hold in the future development of this country.

After the successful candidates have been employed, the law enforcement agency nurtures and, by its orientation-indoctrination and recruit training, its subsequent department in-service training and its supplemental academic training, tries to see that the citizenry has a police department well-equipped and well-fortified to handle its responsibility and merit civic praise.

From this source of recruit personnel comes the supervisory and command personnel of the future. Herein lies the crux of the problem that is existing in the field of administration and law enforcement.

With this in mind, it is significant to be determined to have leaders imbued with the idea of fulfilling broader responsibilities and thus, to analyze and critically examine the needs.
Outside help from recognized professions of the legal, social, psychological, and educational fields should be sought to help assist and in turn give strength and guidance to the workings of law enforcement personnel. An integrated approach to management problems in law enforcement must be recognized and examined with a view to seeking an understanding and a procedural set-up for the benefit of all personnel. Law enforcement cannot but gain immeasurably.

It is safe to assume with an ever increasing population, that the police services will be multiplied and the routine police practices, functions, and assignments will be noticeably greater.

Compliance with law and regulation is obtained either by developing a public willingness to conform to the desired pattern of behavior or by compelling people to conform by threat of punishment.

Enforcement and the development of attitudes favorable to law observance cannot be completely separated, with the police free to choose one and reject the other. Instead, their use is a matter of degree or emphasis.

It is needless to point out that sound judgment is a necessity and the competent administrator must seek out policies and procedures to accomplish his objective. The administrative of-
ficer-in-charge of a modern police department of today must be critical of all his actions and endeavor to obtain fair adjustment to all situations for harmony among the citizenry of these United States.
CHAPTER IV

PLANNING AND THE NEW HORIZON

Success in any endeavor is dependent on preparation; planning constitutes the field work of policing and it should be directed toward securing the maximum efficiency with an economy of resources. With trained personnel properly distributed, the chief administrator can direct the striking power of his organization in an effective manner. This specialization encompasses three specific functions; dovetailing one another, planning, organizing, and controlling. The degree of efficiency in current and future operations should be subject to periodic review.¹

The planning function pertains to the steps taken in developing a program specifying what and how operative functions are to be performed. Such plans should be written or printed in detail.

After plans have been developed, organizing is next in order. This step calls for the procurement of necessary personnel to carry out the plan, selection of necessary equipment and the establishment of lines of authority and communication between the various units.

By means of control, the administration first gives direction to the program and second, evaluates results in comparison with desired objectives. Thus through direct supervision and observation, as well as reports and records, the administrator is assured that his organization is carrying out planned programs. Therefore, police planning substantiates the very important fact that all facets of the program developed are interacting to the desired end.

The duties and the operation of the patrol force (the backbone of the department) are indispensable to the accomplishment of law enforcement. Patrol personnel represent the basic elements of the police functions, being charged with the responsibility for the proper performance of police duties. They must be versatile.

Specialized units, such as the detective, traffic and crime prevention units, may be termed as assisting agencies to the patrol force. Over emphasis in the direction of specialized services, at the expense of the patrol force, will inevitably result in the creation of a vicious cycle; since the weakening of the patrol force will serve to increase the burden placed on the specialists. Police manpower is limited, and the increased

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specialization results in a diminished patrol. Failure to recognize this concept will result in an unbalanced organization.

Few police departments, if any, ever have all the manpower and equipment they need. As a result, distribution and assignment of available personnel is one of the major administrative planning problems confronting Police Management. Thus arises the complex problem of an equitable distribution among the Districts or Precincts into which the city is divided.

Each district (area) has certain jobs essential or peculiar to the operation of a specific tour of duty, (12:00 Midnight to 8:00 A.M., 8:00 A.M. to 4:00 P.M., and 4:00 P.M. to 12:00 Midnight), which must be filled, regardless of the district's relative status in connection with crime or complaint factors. Conditions and circumstances dictate the size of the force required.

A sound, flexible formula, subject to periodic review and adjustment, is needed, to maintain a mean level in the light of continually changing conditions. There are several ways which may be used as a basis for manpower distribution. For example:

1. Distribution and assignment in accordance with the need, based on time studies of each police function encountered or anticipated.

2. Allocation of personnel made in direct proportion to the work-load experience as reflected by departmental statistics and records.

3Wilson, p. 83.
A high percentage of men concentrated in a few high incident crime areas during the hours when violations occur most frequently. By minimizing crime in an area where it is prevalent, the total crime rate of the city should be appreciably reduced. Then again, a heavy diversion of assigned personnel to a concentrated area might merely cause a transfer of criminal activities to a new locale.

A study of the foregoing leads to the conclusion that the following factors should be taken into consideration relative to the allocation of patrol personnel:

1. Part I Offenses (Offenses Known) Uniform Crime Reporting
2. Part II Offenses (Persons Known) Uniform Crime Reporting
4. Accidents (Vehicular and Non-vehicular)
5. Arrests
6. Population
7. Area (Physical Layout)

To summarize, allocation of patrol personnel should be made on a basis of where and when it is most urgently required as indicated by departmental records and not on the basis of demands of pressure groups. Creation of an adherence to a sound method of distribution of patrol personnel enables the administrator to successfully withstand unjustifiable criticism of his allocation of available personnel.

It is axiomatic that the first line of defense against unlawful behavior is the policeman. In law enforcement, police personnel are in the extremely difficult position of having most of their failures proved sensational, while most of their successes go unnoticed. Moreover, it seems that increasingly they are vic-
tims of circumstances; even while the tendency toward law evasion and violation steps up with the concentration of population, the police are simultaneously under increasing pressure to protect every possible facet of constitutional rights. And, that personal freedom must be preserved is a fundamental concept in our society and there is no question that eternal vigilance is the price of preserving these precious freedoms. The citizenry must have its freedom, and there must be the police, but the community should be managed in such a way that the law enforcement officer can maintain order and be relieved of the mental and legal hazards at present involved in the simple enforcement of fundamental laws.

The major problem facing law enforcement today is establishing some means of overcoming the hazards that modern environment seems determined to put in the path of police personnel.

Law enforcement was designed originally for the purpose of preventing crime by apprehending criminals as quickly as possible. Today nearly every avenue of prevention by this means is blocked in one way or another, while the influences that tend to promote disorder and unlawful activities grow on every side.

The day has arrived when no police executive dares to place officers who are untrained for the job on the street or in squad cars. No one will, or can, deny that these jobs are difficult.


5Ibid., p. 77.
Certainly no comparable body of men is faced with the complexities of everyday routine assignments that the modern police officer is called upon to handle. The policeman must not only be physically fit and mentally alert, but he also must be intellectually equipped to make split-second decisions; and these decisions must be correct ones.

Probably at no time in the history of policing are administrators faced with problems of as grave importance as those of today. Major crime shows a steady increase. Delinquency among juveniles has reached startling proportions. Traffic in municipal areas presents a problem of such magnitude that our best brains are being taxed to find a solution. Yet these, and many like problems, daily call for police action and resolution.

Badly undermanned as are almost all departments, police administrators believe that the great current need in policing is not more men but "better" men. This belief in no manner discredits the fine work being done by many police officers. It merely emphasizes the need for exceptional men; officers who are equipped with the "know-how" to cope with the difficult problems of the day.


Faced with these problems, the watchword of today's chiefs and of modern departments must be to train, train, and still train. Time must be found to do this while performing the never-ending job of enforcing the law and preventing crime.

One of the most significant advances in the police training field has been the emergence of the college and university programs, usually called programs in Criminology or in Police Science and Administration. More and more colleges and universities are offering courses in law enforcement. An abundance of educational opportunities for both the aspiring police candidate and experienced police officials are available.

College and university programs are in general of two types: the in-service and the pre-employment type of training. The pre-employment type programs are designed primarily to attract young high school graduates who desire to make a career of some aspect of criminology and law enforcement. The tendency of these programs seems to be to raise police work from the level of a vocational occupation with primary emphasis on the physical and enforcement aspects, to that of a profession concerned with social forces, human motivation, and crime prevention.9

Advanced in-service law enforcement training on the academic level such as the Delinquency Control Institute of the University

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of Southern California, the School of Police Administration at the University of Michigan State, and the Southern Police Institute at the University of Louisville, hold great promise of ultimate professionalization of police services. 10

Local law enforcement is an expensive service, second only to education in the operation expenditures of municipal funds. Hence the comparative size and nature of the crime problem facing society should have a bearing upon the amount of money the people are inclined to expend to combat crime. 11 The crime and traffic control picture of a community may not be an attractive one, but its details should not be obscured for crime is the concern of all and a burden on the entire community.

The police problem is rendered abnormally acute by a strong political element which accentuates all the normal difficulties present in a large urban and industrial area. A large city objects to authority and thus is easily stirred to some form of aggressive action.

A man appointed chief administrator of an urban law enforcement department should bring with him considerable experience, political tact, a high administrative grasp of the problems of a great city and an ability to explain and justify his views and


purposes publicly to city government representatives as well as the citizenry. A most vital quality he should possess is physical bravery.

The fact that law enforcement in any community is only as good as the people of that community demand that it be, raises the all-important problem of citizen cooperation. Law and order can be maintained only through a community partnership. The success of this partnership is determined not only by the extent and quality of public aid to law enforcement but also by the ability of police officers to inspire confidence and justify public support from the citizens and the press.

Whenever machines of corruption are found, there is also found an attitude of public indifference. Law enforcement is shackled and inefficient and therefore crime runs rampant. When a lackadasical attitude develops, when corrupt and unwholesome politicians take over, the first agency of public service to suffer is the police. By the same token the influence of efficient law enforcement officers can turn the tide.12 An unyielding stand for a right is contagious. It is the first step in molding public opinion.

When a law enforcement body proves to the public that it is as much concerned with the establishment of innocence as it is

with the establishment of guilt, it wins the support of decent citizens. The sooner everyone realizes that the police will work equally as hard to extricate an innocent person who is caught in the web of circumstances, the greater will be the public confidence and support for that law enforcement agency. Beyond that the effects will be far-reaching.

A police department should not be used to enforce standards of conduct which are widely approved or to regulate the private habits of the population contrary to its wishes. Attempts to enforce laws of this type, which are not representative of public opinion invariably breeds corruption.

Prejudices which are born of incompetence and nurtured by the suspicion of duress thrive upon doubts skillfully extracted from the testimony of untrained police officers by unscrupulous lawyers. The very heart of law enforcement is at stake whenever an officer's testimony is shaken or contradicted in court.

Therefore the burden of proof is becoming more and more difficult. There is an increasing reluctance on the part of many citizens to testify. This is understandable when witnesses are not protected in courts from vicious smears and when unethical lawyers go beyond the proper bounds of cross-examination.
The crime picture is a national disgrace. Since the end of World War II, the number of serious crimes has increased 62.7 per cent while the population has increased only 21.3 per cent. On the basis of estimates the next ten years will witness a 22 per cent increase in crime over present levels while the population will increase only 15 per cent.\textsuperscript{13} To meet the ever-present problem of lawlessness, law-abiding citizens must mobilize to help unshackle law enforcement.

When crime occurs, there has been a failure somewhere—in the home, the church, the school or the community. But with the complete cooperation between law-abiding citizens and law enforcement, the incidence of crime should be materially lessened.

It is upon the police that the whole processes of law enforcement depends and in whose hands rests the primary responsibility for preserving law and order in circumstances which, all too often, carry great personal hazards and a tremendous measure of personal sacrifice. In carrying out the burden of preserving a free society against its lawless members, the police department organizations of this country have been burdened by an infinite variety of restrictions, and the combined interference of the well-intentioned but impractical, and, too, those who seek to corrupt

the law. The task of combatting large criminal enterprises is on the most uneven terms. This has posed a continuing challenge little understood and less appreciated by the public.

In the American form of government the concept of limited police authority is inherent. It is essential to the preservation of individual rights and a decent society. Too frequently, however, the restrictions imposed on law enforcement, rather than preserving a reasonable balance between the preservation of individual liberty and the interest of society in protecting itself from the depredations of crime, weigh the scales in favor of the law violator.

Policing as is obvious is becoming more complex and difficult. The traffic problem reflected in accidents and congestion is steadily growing. Police budgets are not keeping pace with inflated costs. Juvenile delinquency prevention is receiving increased attention and requires more expertly trained personnel. Many other services are expected by the public, and each requires a trained personnel. These conditions and the trend toward the five-day work week for all police personnel with compensatory time for overtime duty, has resulted in many departments having fewer

persons available daily for general police duty than they had some 20 years ago.

In spite of these handicaps, most police departments have been doing a commendable job in providing police services. The excellence of the job accomplished, considering the problems and handicaps under which police executives are operating, is most commendable despite the fact that most chiefs are denied their requests for increases in personnel and salaries and for other benefits that would permit an improvement of the police operation.

In addition, nearly every chief has had his entire department's efficiency and integrity denounced because of the general tendency to highlight the mistakes or occasional malfeasance of a few members of the department.

The stigma of the failures, misconduct and breaches of ethics which make up sufficient reason for discharging the few troublemakers must be borne by the entire department because the public tends to generalize the shortcomings and misconduct of individual members of a group. The police service is not the only service or profession which suffers from the tendency to criticize the entire group for misconduct of a few individuals. This tendency is not likely to change, and police administrators realize the sole answer lies in preventing the failure, misconduct, and breaches of ethics which weaken the police service and lower
the prestige and morale of the conscientious and honorable career police officers who deserve the appreciation and support of the public.

The unpleasant dilemma of every police chief will continue to be to provide more and better police service with little, if any, increase of competent personnel, and at the same time, to eliminate the causes of unjustified damaging criticisms of police service.

Effective police personnel management is the foundation of police administration.\(^{16}\) The effectiveness of a police department is proportionate to the quality, ability, morale, and industry of the men and women of the command. If a police chief is handicapped by a few misfits, trouble makers, or persons lacking in the ability and intelligence needed for competent police work, his predicament is serious. Not only does their poor performance bring discredit to the department, but when they are unreliable, the chief is no better off then if his force were depleted by their number. In fact, the effect of the incompetents is often far worse, for they have a demoralizing influence on the rest of the force, which results in widespread dissatisfaction, morale problems and lowered efficiency.

On the other hand, when a police chief has an industrious, contented and competent group of men and women seriously interested in providing the best possible police service, the accomplishments and effectiveness of the command often are astonishing.

Organized crime in America presents a problem demanding the special attention of law enforcement officials throughout the country. Neither the responsibility for disgraceful conditions nor their solutions rest primarily with the law enforcement agencies. Only a vitally interested and indignant citizenry can bring to an end those political regimes which rely on the underworld for money and votes.

Police executives who expect to prevent the criminal element from thriving and becoming organized in their communities, must wage incessant warfare against all activities which serve the backbone of the underworld. Prostitution, traffic in narcotics and liquor, labor racketeering, and the operation of illegal businesses have always been important sources of revenue to the underworld. The gangster element virtually never grows to strength and power except in an atmosphere of political intrigue and public apathy. This fact has long been recognized.

Criminals can become efficiently organized when they are permitted to operate lucrative rackets under a guarantee of immunity, and assurances of immunity can stem only from an alliance between
racketeers and officials. Police executives can not prevent the formation of alliances between racketeers and politicians, but, to a large degree, they are in a position to make such political-criminal alliances burdensome if not unworkable and thus the head of a police department can take steps to make certain that his own house is clean.

In some instances the chief of police may know of some men already in his department who were originally appointed because of some political influence. He may be compelled by civil service requirements to retain them in the department, but he is, nevertheless, usually in a position to control their assignments, and officers who may be obligated to political associates, or to racketeering elements should not be assigned to stamp out those activities upon which the underworld thrives. The fight against organized crime must be a whole-hearted one; there can be no divided allegiance within the ranks of the law enforcement agencies which are called upon to bear the brunt of this battle.
CHAPTER V

TOMORROW'S CHALLENGE

The police administrator of tomorrow must possess an education that recognizes the human ecology of society, since it is with their faults as well as the crimes of mankind that he necessarily must be concerned. ¹ This education should impart the knowledge of the cause of weaknesses, hence the illegal and criminal behavior of man.

This education will include the liberal arts and the social sciences, as well as the scientific, technical and mechanical phase of his position. It is in the field of human relations that most human beings fail. Of course, it must be understood that a compromise with honor and principle in order to "get along" with certain elements is not included in such failures. Indeed, it is important to be able to distinguish between the sacrifice of a job for the sake of principle and downright perversion.

There should be no thought of compromise. One must be ever mindful that his efforts should always be expended in the public interest.

He must be a community leader. At least he must be willing to participate in community affairs and projects. He must make himself available for service on committees and boards interested in developing youth and in areas of community welfare.²

The chief administrator of the future must be a teacher as well as a doer. He must be able to transmit his own philosophy and his policies to the latest recruit, and do it in such a manner as to attract respect and loyalty. He can never achieve one hundred per cent perfection; but no one can achieve that in this imperfect world. However, with painstaking effort and deliberate, persevering design, he can accomplish a high degree of perfection. Daily personal communication with top staff members is essential, until each of the department heads are immersed in the policies of the department. In turn, their enthusiasm and zeal must match the chief's, and this "esprit de corps" must be fused into the newest man on the department.

If the police administrator of the future is required to be a teacher, if follows that he must necessarily remain a student throughout his career. Things have been happening and will continue to happen so rapidly that it will be impossible for the administrator to rest on his past achievements. Unless he keeps up

with the latest developments, he may find himself lagging behind too many other members of his own department, and one day discover that he has been hopelessly outdistanced and outclassed.

Real administrative preparation involves training, and this in turn, involves talent, time and money. Then, too, the shortage of adequately trained policemen in the field has brought about an emphasis on police or patrolman preparation rather than on administrative preparation. Actually, attention to the administrative or executive position would help to make the most of the men that are available.

College or university curricula designed for the executives of a law enforcement agency is negligible. Professional literature on the problems of law enforcement is far from adequate.

Insofar as any department lacks administrative leadership, that department is likely to suffer. There may be a lack of comprehensive planning, of co-ordination, or self-evaluation.3 There may be limited administrative growth because of inadequate professional inspiration and guidance. There may be inefficiency in personnel welfare service, in personnel records, in staff management. There may be only "good" achievement where there are possibilities for excellence. There may be, and probably will be, a caliber of service to the department personnel and to the community which falls short of what law enforcement should be.

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Improvement of administrative leadership in law enforcement will require a conviction among leaders in government that executive ship today is a profession which requires competent and trained personnel. They must realize that for real professional leadership, executives need time free from routine duties.

In appraising the administration of law enforcement agencies, there is much that is encouraging. There are executives, staff members, here and there, really trained for their work, with sufficient time free from administrative duties to give the professional leadership needed in every unit of their responsibility. Almost always one finds acting as an executive, a qualified or semi-qualified individual, making the most of conditions as he finds them, and a staff that is responsive to whatever leadership is available.

But, there are weaknesses as well as strengths in the administration of police departments. Some executives have little or no specific preparation in administration or supervision; some were chosen more for their experience or their success in discipline than for their interest or ability in administration. Because of these conditions, some units of a department are not organized or administered as well as they should be and thus instruction or communication suffers.  

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Various reasons may be given for these contrasting conditions. The shortage of true executives is so great that it is difficult to free an individual from a field assignment for administrative and supervisory leadership. Occasionally, some police authorities are not convinced that administrative and supervisory leadership is needed for effective work at the district or precinct level. The time and effort given to professional leadership will pay excellent dividends in executive accomplishment and consequently in community co-operation and support.

Although law enforcement as a whole has not always enjoyed the best of leadership, the rank and file of the personnel in the field is sound at the core; many problems of police management then are easily attributable to influences outside the department. The scars left by political abuse and public neglect are plain for all interested parties to view and ponder as to their implications.

Despite the exposures of recent years, attention should be given to the questions of police control and administration that underlie a systematic program of police improvement. The effectiveness of police efforts is profoundly influenced by the management patterns that are employed, and even irregular and criminal practices can be brought under control by them.
Studies that can materially benefit law enforcement agencies may be based upon the following:

1. The structural organization, to determine whether it contributes to effective management and assures popular control.

2. Police relationships with other departments and with the state and federal governments, to determine whether they are adjusted to the management requirements of all affected agencies.

3. The influence of civil service administration upon police recruitment, appointment, promotions and discipline.

4. Decentralized administration in the performance of patrol, investigation, and traffic functions, and possible economies to be derived from changes in the distributions of police districts or precincts; and the maintenance of various services.\(^5\)

5. The manner in which man power is applied to law enforcement and related activities, with an appraisal of present and future requirements.\(^6\)

6. Crime reporting in police management.\(^7\)

7. Career and salary features of police services dealing with questions that hold an increasing public interest and concern.

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\(^7\)Orlando W. Wilson, *Police Records* (Chicago, 1942), p. 41.
Further, with the rapidly increasing rates of crime, a challenge to proper police administration in the reporting of crime statistics is found. There has been friendly competition between cities of similar size as to which make the best statistical showing. Such competition is a healthy added incentive to combating criminal influences. On the other hand, charges have been hurled that inaccurate reporting has caused a false picture of decreasing crime in certain areas. While in all fairness to everyone participating in the Uniform Crime Reporting Program, inaccurate reporting should always be brought to light; it must be realized that unfair or biased charges bring disrespect to the entire field of law enforcement.\footnote{International Association of Chiefs of Police, Manual of Police Records (Washington, 1929), p. 5.}

Uniform Crime Reporting policies and management have been supervised by the International Association of Chiefs of Police since its inception in 1930.\footnote{Federal Bureau of Investigation, Uniform Crime Reporting Handbook (Washington, 1959), p. 21.} The Federal Bureau of Investigation, as in other endeavors of mutual interest, is in a vital position in compiling and publishing crime statistics. But it must be realized that accurate statistics can be published only if accurate reporting is perfected. Decreased rates of crime in any given area may reflect temporary credit to a department. If,
however, the decrease is based on a false picture, law enforce-
ment not only violates the code of ethics but it may indirectly
jeopardize the lives and welfare of our fellow citizens. Cer-
tainly, the city fathers will not allow increases in personnel
or equipment or take other much needed action if they are not
provided a true picture of crime conditions in their locality.\textsuperscript{10}
The entire strength of the Uniform Crime Reporting program lies
in accurate reporting. Law enforcement, which has accepted the
solemn trust of preventing and controlling crime, must base com-
community trust upon its records. The public can place its confi-
dence in law enforcement only if the record is kept accurately.
This is a constant challenge.

The time has come for a major effort to restore the effec-
tiveness of law enforcement and to provide greater security for
life and property in the urban areas. Nearly all citizens join
in approving that purpose, though opinions may differ widely on
the means by which it may be advanced.

The critical issue of police morale may be examined from
many angles. In material rewards and benefits, salaries and sun-
dry benefits, much has been gained; but despite these generous
and costly additions, police morale is still depressed and police
protection remains at an unsatisfactory level.

\textsuperscript{10}\textit{International City Managers' Association, Municipal Police
Some basic changes clamor for attention. Only the best of youthful police recruits should be selected from the many who apply for appointment. Training for all ranks must be lifted above the monotony and routine that too often afflicts it. Promotions up through the ranks should be made on a full competitive basis of technical knowledge, practical experience, past performance and demonstrated fitness for command. Existing disciplinary powers should be exercised to restrain derelictions of duty and to expel those who bring shame and dishonor to other wearers of the uniform. Until these changes are brought about, there can be no swelling pride and potential professionalism, no implicit confidence in fellow officers, superiors and subordinates, and hence no high morale to give life and inspiration to the basic arrangements for organization and command.

Better police protection also will depend upon new patterns of patrol distribution, a more rapid response to all types of emergency calls, more success in investigations and greatly expanded programs for dealing with each day's routine duties and problems. More and better control of crime and street traffic, a widened and strengthened front for the faltering attack on

juvenile delinquency—these are goals for the entire field of law enforcement, not for narrow segments of interpretative police services. To achieve them will require additional quotas of manpower at certain critical points and some far-reaching changes in administrative structure and organization.

Mere additions to the police complement without reference to the soundness of enforcement policies, or the means employed to marshal and deploy police strength, fall far short of attaining objectives. Diffusion of police among non-enforcement tasks has become so extensive that very substantial adjustments in police quotas, and a consequent reduction in police costs, can be realized. The man power that now is misdirected or wasted exceeds by a considerable margin the added components that are clearly required for various enforcement aims. Thus the net result will be more police at the busy intersections and on the side streets, but far fewer police engaged in clerical, mechanical and minor activities. Duties that do not contribute their full share to attaining safety and security should be modified or discontinued.

Of particular importance is the strengthening of foot patrols in the areas on days, and during the hours that require such close surveillance. The essential services of foot patrol and traffic point duty, plus mechanized patrol should not be neglected. They
can be strengthened with the aid of manpower that is tied down to unproductive tasks. Such an extensive program cannot be accomplished without careful preparation. A few parts of it, particularly those relating to personnel controls, will require amendment of local ordinances; others will involve changes in police regulations. But nearly all lie within the present authority and official discretion of the Chief Executive of the department, the Chief of Police.

The following proposals are worthy of adoption in urban police agencies:

1. Improved crime reporting that is acceptable to the Uniform Crime Reports of the Federal Bureau of Investigation.

2. An accelerated motor maintenance that raises the number of motor patrol units in active service.

3. A wide variety of property controls and security measures for the Custodian of Property (prisoner's property and evidence.

4. Elimination of lengthy delays on police switchboards that greatly impair police effectiveness in responding to crime alarms, police calls, and improved police radio communications.

5. An officially approved program for substituting clerks, mechanics, and laborers for police presently assigned to such duties.

6. Discontinuance of costly and unnecessary assignments as payroll guards and money escorts.

7. Marked stiffening of disciplinary policies in police management and trials.
8. A radically revised training program for all police ranks.

9. A detailed plan to reduce manpower losses through administrative controls over sick leave, disability and retirement.

10. Assurances that emergency service patrol crews are more effectively employed in general law enforcement duties.

All of these ten areas of police management are important, and some of them critically so. They will introduce or improve numerous and varied controls over personnel and property, raise the standards of police service at all levels, extend the factual bases for executive decisions and policies, substantially enlarge the manpower that will be available for active law enforcement duties, expedite and increase police responses to emergencies of all types and reduce the cost of police protection.

Encouraging as these gains may be, they do not by any means exhaust the opportunities for improved services and lowered costs. Especially important proposals may be noted in the structural organization and staffing of the police department, and the distribution and functioning of a score of interrelated units that are charged with uniformed patrol, traffic control, criminal investigation and detection, and juvenile assistance. These involve a major reorientation of official policies and outlook; the police administrator should be entitled to adequate time to peruse their requirements and implications.
Questions that lie outside the official discretion of the chief of police such as a plan for a corps of police cadets (that will tap new sources and improve current recruiting and future leadership of the department),\textsuperscript{13} a major realignment of civil service patterns, new salary scales, capital outlays for police structures and the leasing of district stations in areas that are subject to rapid social changes, are worthy of direct consideration and action by appropriate municipal authorities.

Also, the direct attention of the executive and legislative branches to the urgent need for a merit system for selecting and promoting policemen must be obtained. The need for modern personnel practices has become evident in law enforcement; the situation with respect to the police in city government is especially compelling and the opportunities for large improvements are apparent.

Effective police strength can be raised at once through the useful application of man power that is already available, rather than through the hasty appointment of untrained recruits from the eligible lists, whose services could only be brought to bear after many months of theoretical and practical training.

\textsuperscript{13}Los Angeles Police Department, \textit{Annual Report} (Los Angeles, 1958), p. 8.
Over and above the immediate reduction and redistribution of nonproductive police personnel, an additional complement of men can be placed on the streets of the cities as soon as avoidable losses of man power are stopped through tightening of sick leave controls. These procedures must definitely have the wholehearted cooperation and approval of the chief of police but, too, civil service rules will have to be amended before the controls can become effective.

The law enforcement officer has long been viewed as the community custodian, defender of the public morals, and keeper of the peace. Law enforcement has developed flexible and adjustable means for coping with the problems of an increasingly complex society. These agencies have specialized their services to control more effectively the heavy traffic burden and to reduce the death rate on the highways. Modern means of communication have become an integral part of police department equipment to help deter swift-moving criminals on wheels. And likewise, law enforcement agencies have adjusted their programs to better deal with juvenile delinquency.

Those people who have devoted their lives to law enforcement must recognize the fact that they must direct as much effort toward the prevention of criminality as they do towards the apprehension and prosecution of criminals, if they are to reduce the incidence of crime to an absolute minimum. Crime prevention as
such must be regarded as one of the most important functions of every police department, and the individual responsibility of every police officer.\textsuperscript{14}

A program dedicated to the prevention of criminality must be directed primarily towards the young, and the unwholesome conditions of environment to which they are subjected. Police personnel must continually search for, and remedy conditions and influences that predispose youth to crime. They should not restrict their search to interrogation of the arrested offender, but by constant observation and investigation, endeavor to expose improper conditions and anti-social behaviors in their earliest stages when corrective measures are most likely to succeed.

Law enforcement officers play a strategic role in attempting to prevent delinquent behavior. Every day the police observe large numbers of people. The police know the places where youth tend to congregate. The police are on call whenever youth programs are being held. Each of these contacts with representatives of the community requires skillful handling, and the police officer's manner and methods have a definite effect upon subsequent attitudes the youth holds toward law enforcement.

The individual police officer should always keep uppermost in his mind the fact that a person's entire future attitude towards law and order may depend on his first contact with law enforcement officers. If treated firmly but with kindness and understanding, much can be accomplished toward making a good future citizen out of a potential enemy of society.

It is clear that the duty of law enforcement personnel and its administration is to prevent crime by all means at its disposal. Police personnel have accepted that obligation and will continue to perform the task to the best of their ability. But that is not enough. It is imperative that every American should recognize crime, not as a police problem, but as a departure from the deep convictions that bind today 174 million people into a secure prosperous and happy nation.15

In every community there exist numerous conditions and influences that contribute to the development of anti-social traits. Unfortunately only a small percentage of these ever become known to the public or private agencies dedicated to combat evil. Frequently citizens of the community who know of the existence of such circumstances take a "do nothing" attitude.16


When every citizen comes to regard the existence of a condition detrimental to the moral character of the youth of the community as serious as they would some untreated deadly contagious disease, it is then that they may look for the cooperation needed and a constant crime prevention program.

Law enforcement personnel are familiar with community conditions that are contributing factors conducive to crime incidence. Therefore, through co-ordinated activities of other social agencies, there can be brought about a harmonious relationship with all organizations concerned.17

The role of law enforcement becomes increasingly important to the general welfare of the Nation. With each passing year, it becomes more complicated and difficult. The duties become more extensive, and pressures at times make it more difficult to achieve results. Despite the advances of law enforcement, obstacles and roadblocks are constantly being thrust in the pathways of policing. To meet and overcome these challenges tests the ingenuity and fitness to serve. The big challenge to law enforcement today is crime and its environs.

When government does not protect the rights and privileges of all its citizens, then it is derelict in the discharge of a

basic duty. When such a condition exists, there can be but one answer—apathy and indifference have superseded civic pride and responsibility. These are forces which can be overcome only by education.

Law enforcement has many powerful allies whose aid can be enlisted more extensively. Not the least of these are the reliable media of news dissemination. In recent years the concept of the "peoples' right to know" has frequently been overlooked or even confused with "premature disclosure," the thorn in the side of every law enforcement officer. In this there actually should be no conflict because the "peoples' right to be secure" is the first right in any orderly society and supersedes all others. When an apparent conflict arises, then there is the duty to go to the responsible heads of news dissemination media; and none worthy of their public trust will not heed a timely request for cooperation.

There is not a law enforcement agency in the land which does not find itself "hamstrung" by legal "fine points" seeking to deny people the protection they so justly deserve. Here is an area where the agencies of detection and apprehension need some help, and they need it quickly from law making bodies. In no way is this to be interpreted as a call for a lessening of the rights of any defendant or potential defendant.
The time has come, if society is to be protected, when the criteria of the admissibility of evidence must be truth within the framework of a clearly defined, understandable code of procedure. There is not a law enforcement agency in the land which does not have knowledge of the identity of wrongdoers who have never been brought before the bar of justice because of legal "loopholes" and insufficiency of legally admissible evidence. Then this is the work for the political branches.

There is real need for a wider understanding of the problems with which law enforcement must cope. The active aid and assistance of prosecuting attorneys is needed throughout the country in clarifying exactly what the police can do and what they cannot do, and, where deficiencies occur, in taking the lead to secure corrective action. The law enforcement officer often must act upon a moment's notice under circumstances which do not permit his seeking legal counsel. It is grossly unfair to hold law enforcement responsible when there is not clearly defined procedure and when the courts themselves cannot agree on what is right and wrong even though they are not confronted with the necessity of instantaneous action.

It is hoped that some day, the police can find some way to help the people of this country understand the impact with which the impeding of law officers is crashing against organized
society, because there is certainly nothing the police can do to change the situation without the widest possible public support.

Every citizen of every city and town has a responsibility to promote the common welfare and one very important way to do this, is for the citizen to interest himself in good law enforcement in his community. Given a solid core of men, good law enforcement spreads its influences and benefits to neighboring communities and goes on and on without limit. Properly approached and informed, good citizens will actively support a police program aimed at improving the department and its service to the community. This support can and should take the form of seeing that qualified elected officials supervise, without unwarranted interference, the operation of the police department; that the chief is free to exercise the administration of the department without consideration of politics or political influence; that police educational programs for personnel are implemented. Also, that the equipment and facilities of the police department are kept up-to-date; and that the budget and salaries and conditions of employment are made attractive enough to gain the consideration of high standard career applicants for positions in the field of law enforcement.

18Smith, p. 369.
There are current aspects of the problem of crime that are deeply worrisome. Some people would say the United States is having a "wave" of crime. There is surely plenty of it—much too much for the average citizen's liking. Every year thousands of people are killed, robbed, and swindled, and numerous policemen are killed in the line of duty. Still the average citizen sometimes states he is not getting a "fair shake" in the courts; the nation's criminal laws are outmoded and do not provide equal justice for all; prisons cannot help the criminal and protect society at the same time. Are these accusations unfounded? The writer would like them answered not only through theories and studies but by actual effective law enforcement.

What solution does the future hold for the problem of effective law enforcement?

This is "Tomorrow's Challenge!"
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Reed, Ellery F. "How Effective Are Group Work Agencies in Preventing Delinquency?" Focus, XXVIII (November 1949), 170-72.


THE LAW ENFORCEMENT CODE OF ETHICS

As a Law Enforcement Officer, my fundamental duty is to serve mankind; to safeguard lives and property; to protect the innocent against deception; the weak against oppression or intimidation, and the peaceful against violence or disorder; and to respect the Constitutional rights of all men to liberty, equality and justice.

I will keep my private life unsullied as an example to all; maintain courageous calm in the face of danger, scorn, or ridicule; develop self-restraint; and be constantly mindful of the welfare of others. Honest in thought and deed in both my personal and official life, I will be exemplary in obeying the laws of the land and the regulations of my department. Whatever I see or hear of a confidential nature or that is confided to me in my official capacity will be kept ever secret unless revelation is necessary in the performance of my duty.

I will never act officiously or permit personal feelings, prejudices, animosities, or friendships to influence my decisions. With no compromise for crime and with relentless prosecution of criminals, I will enforce the law courteously and appropriately without fear or favor, malice or ill will, never employing unnecessary force or violence and never accepting gratuities.

I recognize the badge of my office as a symbol of public faith, and I accept it as a public trust to be held so long as I am true to the ethics of the police service. I will constantly strive to achieve these objectives and ideals, dedicating myself before God to my chosen profession—Law Enforcement.

I have read the foregoing Law Enforcement Code of Ethics and fully understand it. I subscribe to it wholeheartedly and without reservation and pledge that I will abide by it throughout my career as an honored and honorable member of the Chicago Police Department.

(Signed) _____________________________
Rank __________________ Star No. ______
APPENDIX II

CRIME INDEX TREND--U.S. (BASED ON NUMBER OF REPORTED OFFENSES)

1957-1958 PERCENT CHANGE

<table>
<thead>
<tr>
<th>Crime</th>
<th>1957 Level</th>
<th>1958 Change</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total</td>
<td>9.3</td>
<td></td>
</tr>
<tr>
<td>Murder</td>
<td>1.9</td>
<td></td>
</tr>
<tr>
<td>Forcible Rape</td>
<td>13.0</td>
<td></td>
</tr>
<tr>
<td>Robbery</td>
<td>12.7</td>
<td></td>
</tr>
<tr>
<td>Aggravated Assault</td>
<td>2.6</td>
<td></td>
</tr>
<tr>
<td>Burglary</td>
<td>12.6</td>
<td></td>
</tr>
<tr>
<td>Larceny Over $50.00</td>
<td>10.3</td>
<td></td>
</tr>
<tr>
<td>Auto Theft</td>
<td>2.2</td>
<td></td>
</tr>
</tbody>
</table>
OFFENSES AGAINST PROPERTY

OFFENSES KNOWN TO POLICE 1958

MONTHLY VARIATIONS
3,131 CITY POLICE AGENCIES
TOTAL POPULATION 96,539,841

ROBBERY

BURGLARY

LARCENY

AUTO THEFT
## Offenses Against the Person

### Offenses Cleared by Arrest

**Calendar Year 1958**

1,004 Cities  
77,460,233 Population

<table>
<thead>
<tr>
<th>Offense</th>
<th>Cleared</th>
</tr>
</thead>
<tbody>
<tr>
<td>Murder</td>
<td>93.5%</td>
</tr>
<tr>
<td>Negligent Manslaughter</td>
<td>89.0%</td>
</tr>
<tr>
<td>Forcible Rape</td>
<td>73.0%</td>
</tr>
<tr>
<td>Aggravated Assault</td>
<td>78.9%</td>
</tr>
</tbody>
</table>
### OFFENSES CLEARED BY ARREST

**CALENDAR YEAR 1958**

1,894 CITIES  
77,469,233 POPULATION

<table>
<thead>
<tr>
<th>Offense</th>
<th>Not Cleared</th>
<th>Cleared</th>
</tr>
</thead>
<tbody>
<tr>
<td>Robbery</td>
<td></td>
<td>42.7%</td>
</tr>
<tr>
<td>Burglary</td>
<td></td>
<td>20.3%</td>
</tr>
<tr>
<td>Larceny</td>
<td></td>
<td>20.2%</td>
</tr>
<tr>
<td>Auto Theft</td>
<td></td>
<td>28.8%</td>
</tr>
</tbody>
</table>
### Percent of Persons Charged

<table>
<thead>
<tr>
<th>Offense Description</th>
<th>Guilty (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>TOTAL</td>
<td>66.9%</td>
</tr>
<tr>
<td>DRIVING WHILE INTOXICATED</td>
<td>20.8%</td>
</tr>
<tr>
<td>DRUNKENNESS, DISORDERLY CONDUCT, VAGRANCY</td>
<td>73.5%</td>
</tr>
<tr>
<td>MURDER AND MURDERING</td>
<td>72.7%</td>
</tr>
<tr>
<td>TAMERHENY</td>
<td>71.0%</td>
</tr>
<tr>
<td>LIQUOR LAWS</td>
<td>69.3%</td>
</tr>
<tr>
<td>BURGLARY</td>
<td>67.8%</td>
</tr>
<tr>
<td>TRAFFIC AND MOTOR VEHICLE明白</td>
<td>66.1%</td>
</tr>
<tr>
<td>MARIJUANA, HEROIN, HASHISH, ETC</td>
<td>66.5%</td>
</tr>
<tr>
<td>AUTO THEFT</td>
<td>64.0%</td>
</tr>
<tr>
<td>FIREARMS, WEAPONS, CARRYING, POSSESSIONS, ETC</td>
<td>63.3%</td>
</tr>
<tr>
<td>PROSTITUTION AND FRIED</td>
<td>62.5%</td>
</tr>
<tr>
<td>ROBBERY</td>
<td>62.4%</td>
</tr>
<tr>
<td>SEX OFFENSES, INCLUDING PROSTITUTION AND COWARDERED VIOLENCE</td>
<td>60.8%</td>
</tr>
<tr>
<td>MURDER</td>
<td>60.5%</td>
</tr>
<tr>
<td>OFFENSES AGAINST FAMILY AND CHILDREN</td>
<td>60.1%</td>
</tr>
<tr>
<td>OTHER ASSAULTS</td>
<td>52.3%</td>
</tr>
<tr>
<td>PEDERASTY</td>
<td>43.6%</td>
</tr>
<tr>
<td>STOLEN PROPERTY, ROBBERY, ETC</td>
<td>43.6%</td>
</tr>
<tr>
<td>GAMBLING</td>
<td>43.1%</td>
</tr>
<tr>
<td>AGGRAVATED MURDER</td>
<td>41.0%</td>
</tr>
<tr>
<td>NEGLIGENT MANSLAUGHTAN</td>
<td>38.5%</td>
</tr>
<tr>
<td>ALL OTHER OFFENSES</td>
<td>73.8%</td>
</tr>
</tbody>
</table>
## Appendix VIII

### Crimes Against Property

#### Persons Arrested Under 18 Years of Age

#### Percent of Total Arrests

#### Calendar Year 1958

<table>
<thead>
<tr>
<th>Offenses</th>
<th>Arrests, Persons Under 18 Years of Age</th>
<th>Total Arrests, All Ages</th>
</tr>
</thead>
<tbody>
<tr>
<td>Robbery</td>
<td>14,968</td>
<td></td>
</tr>
<tr>
<td>Burglary</td>
<td>61,045</td>
<td></td>
</tr>
<tr>
<td>Larceny</td>
<td>110,325</td>
<td></td>
</tr>
<tr>
<td>Auto Theft</td>
<td>30,240</td>
<td></td>
</tr>
<tr>
<td>Embezzlement and Fraud</td>
<td>19,489</td>
<td></td>
</tr>
<tr>
<td>Receiving Stolen Property</td>
<td>5,594</td>
<td></td>
</tr>
<tr>
<td>Forgery and Counterfeiting</td>
<td>11,317</td>
<td></td>
</tr>
</tbody>
</table>

1,586 Cities - Total Population 52,329,497

95
Appendix IX

By Population Groups
April 30, 1958

Average Number
of Full-Time
Police Department
Employees

Per 1,000 Inhabitants

<table>
<thead>
<tr>
<th>Category</th>
<th>Per 1,000 Inhabitants</th>
</tr>
</thead>
<tbody>
<tr>
<td>Average of 3,781 Cities</td>
<td>1.0</td>
</tr>
<tr>
<td>Cities less than 10,000</td>
<td>1.3</td>
</tr>
<tr>
<td>Cities 10,000 to 25,000</td>
<td>1.3</td>
</tr>
<tr>
<td>Cities 25,000 to 50,000</td>
<td>1.4</td>
</tr>
<tr>
<td>Cities 50,000 to 100,000</td>
<td>1.5</td>
</tr>
<tr>
<td>Cities 100,000 to 250,000</td>
<td>1.6</td>
</tr>
<tr>
<td>Cities over 250,000</td>
<td>2.4</td>
</tr>
</tbody>
</table>
APPENDIX X

MURDER AND NONNEGLIGENT MANSLAUGHTER
CLASSIFICATION 1A

WITH GUN

WITH CLUB

WITH KNIFE

WITH FISTS
MANSLAUGHTER BY NEGLIGENCE
CLASSIFICATION 1B

TRAFFIC

TRAFFIC

OTHER
ROBBERY
CLASSIFICATION 3

BANK

MUGGING

STICK-UP

PURSE-SNATCHING with force
APPENDIX XIII

AGGRAVATED ASSAULT
CLASSIFICATION 4

WITH CLUB

WITH KNIFE

WITH GUN

OTHER WEAPONS
APPENDIX XIV

BURGLARY
CLASSIFICATION 5

FORCE

PASSKEY

OPEN DOOR

SAFECRACKING

WAREHOUSE NO. 4
LARCENY
CLASSIFICATION 6

POCKET-PICKING

PURSE-SNATCHING
no force

FROM AUTO

BICYCLE

AUTO ACCESSORY

OTHER
Auto Theft
Classification 7

For use in other crime

For transportation

For joy ride

For sale or strip
The thesis submitted by John Joseph Cody has been read and approved by three members of the faculty of the Institute of Social and Industrial Relations.

The final copies have been examined by the director of the thesis and the signature which appears below verifies the fact that any necessary changes have been incorporated and that the thesis is now given final approval with reference to content, form, and mechanical accuracy.

The thesis is therefore accepted in partial fulfillment of the requirements for the Degree of Master of Social and Industrial Relations.

June 1, 1960  
Date  

Signature of Advisor