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QUEST FOR QUALITY TRAINING IN POLICE WORK*

SAMUEL HAIG JAMESON

Samuel Haig Jameson, Ph.D., is Professor of Sociology, San Fernando Valley State College, California. Professor Jameson served as professor of Sociology at the University of Oregon; as a lecturer in Criminology, University of Southern California; as Director of Research, California Intelligence Bureau; and from 1962-64 as Director of Delinquency Control Institute, University of California. He is a board member of the Correctional Service Associates and a member of the Police Science Professors Association—EDITOR.

Communities represent a web of expedient symbolic tools, cast out of trials and errors, known as folkways, mores, institutions, and laws. The safeguarding of these tools is entrusted primarily to the care of the law enforcement agencies.

Policing, in any form, is a social instrument. Ancient or modern, recent or current, police power has spelled out the maintenance of order consistent with public policy. In protecting "life and property," police power is identified with the enforcement of the law but not with the making of the law. Although laws may be neither just nor right, unavoidably the enforcement agencies become coercive "authority" symbols. Therefore, law and order are maintained through inhibitions, taboos, proscriptions, restraints, threats of apprehension, and subsequent punishment. These functions have been performed by the police in the past, and they persist today.

Recently, another dimension has been added to the already surviving role of the police, namely to protect the freedom of self-expression, individual and minority group civil rights, and the expansion of the circle of public services. Moreover, in certain communities, police not only are expected, but, they are encouraged to devise new techniques of exemplary services to stabilize the community they are identified with. These constitute one of the controversial areas in 20th century policing.

QUEST FOR PERFORMERS

In any field of human endeavor, well trained personnel promotes effective performance. A competent policeman is expected to preserve the values of the community he serves. He should know the degree of existing permissiveness; he must believe that the protection of the community supersedes the challenging of the individual rights;

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hence, he tries to operate within the limits of the letter of the law. Moreover, he must be willing to modify his tactics to suit the changing values of the community he lives in, moves, and has his being. Thus, we plunge into the realm of training.

The mounting role of the law enforcement officer to cope with delinquency and crime is becoming more and more apparent. Parents, pastors, teachers, and businessmen witnessing the rise of irresponsibility, involvement in serious deviant and antisocial acts on the part of the young and the mature, are asking the police to do something.

That, "no system is better than its personnel" has become a truism. The proper marriage of the system and the men, however, is not always a compatible relationship. In this era of specialization, where do we get the men and the women with potentiality to dedicate themselves to the cause of delinquency prevention and crime control? And, if we find them, where and how do we train them to function effectively? Do industry, commerce, and finance release their employees for such training? Do the clamorous labor organizations encourage their skilled members to shift interest to crime control training? Do conferences convert attendants to muster the missionary zeal and devotion to the cause of training? Do the alleged institutions of higher learning motivate students and instructors alike to enter into the field of law enforcement? Candidly, only a few educational institutions are engaged in the process of making explorations in the direction of crime control. Some Junior and State Colleges, and a very few Universities have initiated curricula in the field of police science while accentuating instruction in the physical sciences. Whatever the level of indoctrination in these citadels of learning, offerings in law enforcement are limited, very largely, in range and generalized in content. Our weakest link in law enforcement is the paucity of specially

trained men and women to deal with the daily problems of those suspected and apprehended for the violation of laws.

Thanks to Madison Avenue, the American public has become image-conscious. The current down-grading of law enforcement because of the presence of incompetent personnel, the misuse and abuse of authority by some, and the ignorance of the officers themselves of the public they are charged to serve, have created a disheartening image of the police. Desirable law enforcement cannot be bought; they must be *earned*. They are professional acquisitions. Are the policemen and the policewomen, and those burdened with the problems of corrections, holding "jobs," or are they working for a career? Are they professionals?

Policing is not an easy task. An officer must be competent to use discreet judgment under trying situations. In combatting delinquency and crime, he is expected to know the psychology of the offender in the social milieu. To shoot a robber, to arrest an addict, to book an alcoholic is relatively simple in comparison with returning a run-away to his parents, a parolee to his officer, or to refer a disturbed boy or girl to the proper agency for temporary attention and care. These require the ability to diagnose and to make quick but accurate judgments. They demand knowledge of how human beings "tick." Such knowledge is not inborn; it is learned.

Generally speaking, approximately 60% of the cases coming to the attention of the law enforcement officers are handled without resulting in arrest or booking. Juvenile officers particularly take great pride in handling cases on the spot out in the field, thus avoiding unnecessary recordings at the headquarters. To say the least, a trained officer is a boon to the taxpayers. A simple reprimand, a friendly gesture, effort to resolve a personal problem of the apprehended realistically, save court action, probation, institutional incarceration, and subsequent extended parole supervision, all of which are costly and wasteful. But monetary considerations single out only one of the minor dimensions in the total complex of law enforcement and inadequate training.

A trained officer, be he in the adult or the juvenile field, functions in a preventive capacity as well. Generally, policemen and policewomen, assert that they like people. Some sort of messianic complex forces them to choose law enforcement as a vocation. But to like people is neither an

asset nor a virtue in itself. Juvenile officers are generally recruited on the basis of their attitudes towards children and adolescents. A fatherly bearing, distilled from common sense folklore, is considered essential for this assignment. But common sense, even an intuitive sense, are not enough to enable an officer to perform either as a qualified, competent, or effective functionary. The presence of some uncommon sense is a prime requisite.

COMMON SENSE TRAINING

The police and sheriffs' academies provide training to their recruits in the general field of law enforcement. Traditionally, such institutions include the study of types of offenses and their legal basis; exercise in self defense; traffic control; schooling in radio car operation; techniques of crime investigation and the apprehending of law breakers; drill in the use of firearms and shooting; orientation in communication systems; and indoctrination in the general philosophies of the department. Almost invariably such knowledge is transmitted to the neophyte by the seasoned members of the staff constituting the cult of confident craftsmen. This has been the nature of common sense training for the common men facing common situations.

Although to maintain law and order is a constant objective, the processes, the ways and means, to sustain it are both diverse and dynamic. Neither the modern criminal nor the delinquent represent the old time, common garden variety of deviant behavior. Be they professionals or amateurs, the offenders employ new and complex techniques to achieve their simple, but real personal goals. Obviously, the new wine cannot be contained in the old bottle. Law enforcement, in order to equate itself with the dynamic situation, has realized the urgency of supplementing the traditional common sense methods with novel devices to heighten its effectiveness. Here comes a switch from the "how to do" skills to the "why do it" philosophy.

TREND TOWARD UNCOMMON SENSE EQUIPMENT

Since the law enforcement authorities, particularly the policemen and the deputy sheriffs, blow the whistle when someone fails to play the game according to rules, they function as umpires. But the rules of social conduct are too complex. It is imperative for the alleged umpires to know the rules of the game well. Hence, the trend to sup-

plement the training offered at the police academies with education on an academic level in or out of a collegiate atmosphere.

Professional organizations concerned with the current and the future status of law enforcement personnel have sought salvation in the aura of academic instruction. The International Association of Chiefs of Police, International Association of Juvenile Delinquency Officers, International Association of Police Professors, the Commission for Police Education, Commission on Peace Officer Standards and Training, the National and Regional Accrediting Agencies unanimously join the chorus to raise "standards" for policing. It is hoped that the quality production of institutions of higher learning will minimize the existing traditional stigma attached to the common sense policing.

The purpose in acquiring "academic" orientation is to enable the officer to use judgment discreetly. Believing in the maxim that a man's judgment is no better than his information, the acquisition of more and more knowledge is thought to make the person intellectually unbuttoned. Therefore samplings in the wilderness of anthropology, sojourns in the jungles of political science, wandering in the meanderings of sociology, spinning in the mysteries of psychology and psychiatry, strolling in the blind alleys of economics, coasting upon the slippery banks of history, and now and then peeping into the marvels of the physical sciences, the law enforcement officer is expected to be sufficiently chastened and thus become a paragon of Solomonic wisdom. Thus he will re-evaluate the role of punishment as a deterrent, the value of probation and parole against incarceration, the necessity of the "third degree" to extract truth, the validity of wire tapping to get evidence, and provide new imaginative and creative methods to protect both public and individual rights.

Pursuing this line of thinking, not less than fifty-five colleges and universities in twenty states offer curricula leading to academic degrees, and twenty-six schools in five states extend terminal programs in law enforcement. But all is not well in most of these institutions of "higher" learning. Considering law enforcement "vocational" in content and objective, much resistance has swelled up against the police science curricula from the quarters of academic fraternities.

In spite of overt and covert academic resistance, at least in one state—California—in pursuit of

improving performance among police and deputy sheriffs, certain minimum "instruction," besides the "training" at the police and sheriffs' academies, are put in force.

The Commission on Peace Officer Standards and Training in California (POST), in order to extend aid and grant certification to an institution, insists upon exposure to 150 hours of "required" subjects, discloses orientation in the following subjects in terms of total number of hours assigned to each area which, in one form, or another, cover human "skills".

1. A total of forty-two hours equally divided among seven subjects: (1) Arrest Techniques; (2) Collection, Identification and Presentation of Evidence; (3) Field Note-taking and Crime Scene Reporting; (4) Juvenile Procedures; (5) Interviews and Interrogation; (6) Preliminary Investigation; and (7) Public Relations.

2. Thirty-two hours distributed among sixteen topics, each sharing a two hour exposure: Assault, burglary, drunk and drunk driving, death, mental illness, and robbery cases; court-room demeanor and testifying; court organization and procedures; law enforcement ethics and professionalization; firearms; prowler and disturbance reports; race relations, traffic control; and sex crimes.

3. Twenty-four hours, eight hours for each, to defense tactics; firearms (Range); and patrol observation.

4. Twenty hours to report-writing; and first aid, (ten hours each.)

5. Twelve hours to criminal law (Penal Code.)

6. Four hours for each in laws of arrest; rules of evidence; and search and seizure.

7. Three hours devoted to theft and receiving stolen property cases; and three hours for the inevitable examinations.

8. And, one hour each to auto theft cases, and orientation.

The fifty hours of "electives" cover the gamut of twenty-seven subjects ranging from the administration of criminal justice to the use of the police radio and teletype!

All in all, this constitutes "academic" preparation to supplement the skills provided at the departmental academies. The range is wide, the course of the stream is long, but certainly its transparent shallowness is glaringly obvious. The inevitable question arises: Will such a curriculum enable the exposed to gain insight into the workings of the human mind, motivation, the dominant

social values, the community expectations, concrete and subtle social pressures and the subsequent anti-social behavior patterns and their proper disposition? To put it tersely, will the program meet the needs of a dynamic social system like ours? How much of this instruction is "skills-centered?" How much stress, if any, is laid upon the human and social factors in diagnosing situations for proper action?

Since the initiation of the Peace Officers Standards Training Program in California, 7,600 officers have completed these requirements. Constructive benefits received, especially by the small police departments through POST are attested by many. It has been a real shot in the arm. Its positive contributions should be felt as the years roll by.

Although fifty-six schools in California and thirty-five others in the remaining forty-nine states have police science courses offering to equip the law enforcement officers academically, the contents are not necessarily standardized. Actually, three levels of instruction are available even in California: Junior Colleges, State Colleges, and Universities. A fourth could be added through the extension Divisions and the Adult Education Programs. These differential contributions in the name of higher education could not be considered of the same academic calibre.

Indeed, each academic institutional level has its niche. Each employs instructional staff appropriate to its status. And each instructor colors the subject matter taught with his personal background. Frequently, the two-year and the four-year colleges rely upon the contributions of part-time instructors from the practical field. Policemen and deputy sheriffs teach many of these "required" and the "elected" courses. Some of these men also give the same "training" courses at their respective Academies. Hence, the difference between vocational training and professional academic instruction is often obscured. The academic becomes the practical; the novel is reduced to the traditional! Ill-prepared instructors cannot be expected to deliver conceptualized catholicity of orientation to guide the potential recruits' footsteps in the direction of the hoped-for professionalism.

Moreover, too frequently the existing standardized texts used by the novices, are either ill-prepared or inept for the purpose in mind. Add to this the personality factor of the instructor himself, and the gap between the theoretical and the conceptual on one side, the practical and the common

sense approaches on the other, becomes wider and wider. These are dimensions in the art of teaching police science courses which could not, and must not be left to luck or to pious wishful thinking. We need both better texts, real literature, objective literature, and well-equipped teaching staffs to do the job satisfactorily.

RECRUIT SELECTION AND THE TRAINING PROCESS

All those who knock at the Los Angeles Police Department's door for admission are not recognized incompetents. The sifting process is rigorous, and those who stay on the police force either bring with them or achieve academic equipment while on the job. This situation is equally applicable to the Los Angeles County Sheriff's Department. Permit me to elaborate this point. Of the 5,000 men in the Los Angeles City Police Department, one holds the doctor's degree; fifteen have masters; fifteen possess LL.B.; 280 B.A. or B.S.; 388 have earned the certificate of Associate of Arts; and 370 other certificates of academic accomplishments. Looking at it further in terms of college background when appointed, 709 had one year; 517 two years; and 179 three or more of college. Currently eighteen are working on their masters degree; 29 are doing fourth year work in college; 135 the third year; 477 the second year, and 628 are registered in the first year college courses. Ostensibly a premium is put upon college education. For some of these men it may take from five to ten years to receive the bachelor's degree, nevertheless the contact with the college atmosphere is retained.

The selection of recruits and their training at the Police Academy reveal adherence to rigid standards to maintain a sound and stable police force.

In 1963 the Civil Service Department received 6,661 applications to join the L.A.P.D. force. Of these, 5,389 (80.9%) took the written examination; 3,054 (45.8%) passed the examination; 1,529 (22.9%) passed the oral examination, of which 866 (10.3%) passed the medical. These 866 were referred to L.A.P.D. for background investigation.

Referral to the Department does not insure complete acceptance. More screening goes on before giving an opportunity to receive training at the Academy. For instance, from August, 1957 to October 1964, of the total 38.26% referred to "Training," 9.21% were disqualified after background investigation; 9.15% were dropped out because of further medical examination; 11.84% were declared unsuitable for police work because of

psychiatric reasons; 0.07% were considered "eligible" but not appointed at that time; and 3.47% failed to report for training because of shifting of interest into other channels or due to the changing domestic situation. This leaves 4.92% as bonafide prospects for police work.

Perhaps a comparison of those appointed for training and those graduated will clarify the degree of further weeding out process:

	Appointed for Training	Graduated
1959	240	212
1960	227	201
1961	295	254
1962	332	287
1963	464	379

for the 1964 class, 240 were referred to the Department for the October Training Class of which only 98 were appointed. How many of these 98 will survive further investigations and tests, and how many will actually graduate and be added to the police force is to be seen.

The dollar cost in putting an Academy Trained man in the field as a policeman in the L.A.P.D. is \$3,970.08. This includes recruiting and three months "Training" at the Police Academy. These men are picked to do a job judiciously, competently, and aggressively. The standards a reset high to benefit the community they will serve. The sifting procedure is uncomparably more rigid, even harsher, than the selection of school teachers pouring out of our Schools of Education to whose feeble hands is entrusted the destiny of the rising and growing generation. It is no wonder the L.A.P.D. is recognized nationally and internationally for its administrative and policing efficacy.

The Los Angeles County Sheriff's Department, the largest in the country, relates a parallel record. During the first six months of 1964, 2,936 applications were received. 2,784 (95%) were accepted. 2,465 (84%) took the written examination. 799 (27%) passed both the written and the oral examination. 588 (20%) passed the oral and took the medical. 389 (13%) survived the medical and the pre-employment investigation. 117 (4.2%) were inducted into "Training." And 85 (2.9%) graduated after six months of training.

As for academic background, although the picture is not as rosy as that of the L.A.P.D., of the 3,908 public classified employees, a recent survey of the basic rank included 2,886 deputy sheriffs of which 19 hold the Masters degree; 83

have had exposure to graduate work; 184 boast of B.A. or B.S. degree; 351 have earned the Associate Certificate; and 935 have had from one to 3½ years of college education.

These are salutary signs, of course, in raising the status of law enforcement a notch or two. In contrast to what law enforcement had experienced thirty, forty, or fifty years ago, the needle points towards far more training at the Academy and the acquisition of more knowledge on the *academic level*. The trend is initiated; its fruition demands diligent pursuit.

PROSPECTS

From our fragmentary presentation above it is clear that certain glimmerings of the *uncommon sense* are being injected into the Academy Training Program. It is equally lucid to acknowledge the important role the institutions of higher learning play in widening the mental horizon and in enriching the personality of the prospective law enforcement officer to serve his community. No matter what degree and level of training in either exposure, the academically trained still scorn the practical, the common sense training because what was taught in schools appear not applicable to concrete situations faced in daily life. This is frustration. The reverse is equally true for the man out in the field who exposes himself to conceptualized instruction. Thus, neither the police academies nor the academic institutions *per se*, independently equip the law enforcement officers to understand and to administer to the needs of those involved in deviant behavior to say the least, and to protect the community effectively.

Preparation of the police force for today and tomorrow necessitates both "training" and "education." Ability to read and write, physical health, skill in self defense, authority to subdue and to shoot, no matter how diligently executed, are not enough to protect a community against the hazards of crime and delinquency. Police need knowledge of *themselves* and of *others* they deal with. Love of people and children is no guarantee to salvage boys and girls damaged by over-protective, apprehensive, indulgent parents. Men and women with disciplined minds and emotions who can approach problems objectively for the protection of personal integrity of the deviant and the protection of community interests need thorough training even after the acquisition of the academic sheepskin and baptism at the police academy.

Training is a continuum in a dynamically changing social world. It connotes learning to make judicious decisions in human interactions. The Commission on Peace Officer Standards and Training suggests a course in "Human Relations" as an elective for two hours. During the span of this brief period the officer is expected to acquire.

"The fundamentals of human relations: The officer's understanding of his actions and reactions and those of individuals with whom he deals, the play of bias and prejudice and their effects upon the thinking of himself and others."

How could such fundamentals be covered in two hours or less? The shallow water of the 200 hours required as basic minimum evaporates.

It is the task of education to encourage a questioning mind, a critical spirit, to challenge the accepted and the outworn, and to promote orderly change in the community. Without these, law enforcement, in spite of the two-fold training in skills fails to meet the expanding needs of the community in terms of new services thus becoming an impediment to advancement.

A post-academic and post-police academy training program geared to the tenets of current behavioral sciences, and expounded by those disciplined in objectivity, is imperative for the well-equipped officer. An inter-disciplinary approach to concrete community situations faced by men and women out in the field is the reason for the emergence of the police science curricula in our institutions of higher learning. Efforts to dilute these curricula, irrespective of the sources of

pressure and temptations, is inimical to the professional aspirations of the law enforcement personnel and detrimental to public welfare.

Quest for quality training in policing is a continuous process of exploring the "answers." To date, no practicing operator out in the field, and no academician in his ivory tower has provided "the answers" to the problem of anti-social, deviant behavior. No one possesses the master key, but an objective educational program could point out as to which key may unlock which particular door.

To familiarize the law enforcement officers with the tested answers is the first step in the quest for quality training. Explorations and discoveries on the firing line can be multiplied and tested by the "trained" officers and the academicians jointly, and reciprocally. Such an effort could take law enforcement, and particularly policing, from the current depth of a "job" or vocation to the level of a dignified profession. The academicians could expedite the process when attached to the academies.

Contrary to the claims and aspirations of many, as yet, we have no law enforcement profession; we are in the business of building one. This is the challenge to formal as well as to informal trainers and educators on all levels of the learning process. Police work is going to be tougher, not easier, in the future. To enable the policemen to make objective decisions demands differential training and not unilateral approaches which are in vogue in our current programs.