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# Education levels and attitudes of professionalism among law enforcement officers

John William Killian

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RP519

**EDUCATION LEVELS AND ATTITUDES  
OF PROFESSIONALISM AMONG  
LAW ENFORCEMENT OFFICERS**

by

**John William Killian**

**A thesis  
submitted in partial fulfillment  
of the requirements for the degree of  
Master of Science in Management  
Cardinal Stritch College  
May 1986**

Approval

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## Abstract

### EDUCATION LEVELS AND ATTITUDES OF PROFESSIONALISM AMONG LAW ENFORCEMENT OFFICERS

John William Killian

This study was designed to measure the relationship between education levels and attitudes of professionalism among law enforcement officers. The achievement of professional status by law enforcement was a long term goal of the police and reformers who sought to improve police capabilities.

Reformers of the police believed that law enforcement needed to be professionalized through the development of attitudes of professionalism. The assumption was that professional attitudes resulted in professional behavior. According to the police reformers, professional behavior produced a more effective police service dedicated to upholding the principles of a democratic society.

Higher education was the unanimous recommendation by police reformers to instill attitudes of professionalism among police personnel. Although this recommendation had been made since the early 1900's, it was not until 1967, that the professionalization of the police through higher education was seriously stressed.

Primarily, through the influence of President Lyndon Johnson's Commission on Law Enforcement and Administration of Justice, federal funding for higher education was available to the police and those contemplating a law enforcement career. Consequently, large numbers of law enforcement officers in Wisconsin attended college, and many earned academic degrees.

To determine the relationship between education levels and attitudes of professionalism among law enforcement officers in Wisconsin, the researcher developed a questionnaire to obtain demographic information relating to sex, marital status, approximate age, education levels, rank, approximate years of experience, and approximate size of the police agency. Hall's Professionalism Scale, as modified by Snizek, was used to measure attitudes of professionalism.

Fourteen Wisconsin police agencies were selected which provided a population of 591 full-time law enforcement officers. Twenty percent of this population, representing 119 officers, were randomly selected to participate in the study.

A Chi-square test was used to measure statistically significant relationships between education levels and attitudes of professionalism. Additional tests were also conducted using the variables of age and rank to determine if there were other statistically significant relationships to attitudes of professionalism.

The findings indicated that there was no statistical significance between educational attainment levels and attitudes of professionalism. Age and rank were also found to have no statistical significant relationship to attitudes of professionalism.

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## CHAPTER 1

### Problem Statement and Methodology

#### Purpose and Title of Project

##### Purpose

In 1967, President Lyndon Johnson's Commission on Law Enforcement and Administration of Justice presented its findings and conclusions. One of the recommendations was that college educated individuals be recruited into the police service.<sup>1</sup> By raising entrance requirements and requiring police personnel to have college degrees, it was believed that law enforcement would have been considered a profession and its members would be recognized as professionals. Since those 1967 findings, hundreds of Wisconsin law enforcement officers have entered the police service with college or university training, many of whom have received academic degrees.

The researcher examined the relationship between education levels and attitudes of professionalism among Wisconsin law enforcement officers. State officials reviewed the results of this thesis in relation to the educational requirements used in the recruitment and selection of Wisconsin's law enforcement personnel.

##### Title

"Education Levels and Attitudes of Professionalism Among Law Enforcement Officers"

## Problem Statement

### Statement of the Problem

Since the turn of the century the public, reformers of the police, and progressive police administrators have been concerned with the quality of the police service. For nearly seventy years, numerous studies and commissions have examined police officers and have found many wanting in competence and standards. Some authorities have felt that law enforcement and officers should have been on an equal footing with other professions because of their varied and complex duties. These advocates of professionalism for police officers have recommended higher educational standards as the means to improve the quality of law enforcement, which meant a commitment to justice and efficiency; this was seen as the essence of attitudes of professionalism. These advocates also believed that professional recognition for the police would result from this effort.

College level curricula for the police have been developed and available since 1916.<sup>2</sup> Since then, large numbers of law enforcement officers have completed various levels of higher education and many have earned academic degrees. However, the effects of higher education on the attitudes of professionalism of the police had not been fully determined.

The definition of professionalism used in this thesis was based on the combination of attributes adapted by Professor Richard H. Hall from several sources to measure attitudes of professionalism in various occupations. Those attitudinal attributes were:

1. The use of the professional organization as a major reference
2. A belief in service to the public

3. Belief in self-regulation
4. A sense of calling to the field
5. Autonomy<sup>3</sup>

### Background Information

The professionalism of the police has been a challenge to reformers since the beginning of the twentieth century. At that time, many persons were appointed police officers as rewards for their support of political parties. Others were hired because of their brawn rather than their intelligence. The police were not highly regarded by the public, and early reformers of the police saw the caliber of police personnel as one of its major problems. Robert M. Fogelson noted

that most policemen did not finish high school, scored below average on intelligence tests, received little or no training, earned inadequate salaries, and continued working into their sixties, seventies, and eighties. These reformers argued that the rank and file were largely unqualified at the outset and remained so thereafter.<sup>4</sup>

The early reformers believed that the demands of policing were too complex to be left to the unqualified. Their response in dealing with these problems was the professionalization of police personnel. The long-term goal of some reformers was to mold police into professionals who would have been on an equal footing with other professionals, with higher education as the means for accomplishing this goal.

Although concern had been expressed about police performance, it was not until the 1960's that much interest was taken in the earlier idea of professionalizing the police through higher education. As a result of rising crime

rates and protests of the 1960's, the police and their problems were again examined.

In 1967, President Johnson's Commission on Law Enforcement and Administration of Justice issued a comprehensive report that documented the devastating impact of crime and its effect on the nation. The report dealt with all branches of the criminal justice system and many of the recommendations focused on the police. While the report reviewed all aspects of law enforcement, the underlying theme was that widespread improvement in the caliber of the police was a basic requirement for having achieved more effective and fair enforcement. The quality of the individual officer was identified as the heart of the police problem. The Commission called for higher educational standards in order that a "professional identification" would have been achieved by the police.<sup>5</sup>

During the 1960's and 1970's, numerous commissions studied the police and their role in society. Education was seen as a way to professionalize the police by these groups and this recommendation was unanimous. Professionalism had offered many benefits to society as well as to the occupation concerned. The established professions had used higher education to achieve and maintain their professional status. Many advocates of education suggested that this same approach would work for the police.

### Need for the Project

Since the recommendations of President Johnson's Commission, a plethora of criminal justice education curricula were developed at the college and university level. In Wisconsin, many law enforcement officers received associate and bachelor degrees in criminal justice and other related fields. A question the

Commission did not address was the effect higher education had on the attitudes of professionalism among law enforcement officers. While this question was of importance to society and the criminal justice system, the answer was also of vital importance to the police themselves since higher education was considered the key to professionalism. Although college level education has continued to be offered to the police in Wisconsin, there has been no requirement that Wisconsin law enforcement officers have minimum levels of higher education.

### Project Location and Duration

#### Location

The project was conducted by mailing questionnaires to police departments in various geographic locations in the State of Wisconsin. The selection of the participating agencies was contingent upon their receptiveness to the study, the size of the agency, and the educational levels of the department. The analysis and writing occurred in Madison, Wisconsin.

#### Duration

The duration of the project was from January, 1985 to March, 1986.

### Objectives

#### Developmental Objective #1

By March 1, 1985, the researcher developed the first draft of the survey questionnaire.

##### 1. Implementation Activities

- a. Developed or adapted questions that measure attitudes of professionalism of Wisconsin law enforcement officers.

- b. Developed or adapted questions that determine levels of education of Wisconsin law enforcement officers.
2. Evidence of Completion - A first draft of the survey questionnaire was completed.

### Developmental Objective #2

By March 15, 1985, the researcher revised the first draft of the survey questionnaire and submitted the second draft to law enforcement officers and police training specialists for editing.

1. Implementation Activities
  - a. Sought comments on the wording and structure of the survey questionnaire as to clarity and understanding from law enforcement officers and police training specialists.
  - b. Determined the appropriateness of the response format and sought suggestions for improvement if necessary.
  - c. Looked for gaps in the question coverage.
2. Evidence of Completion - A revised survey questionnaire based upon the comments of persons who reviewed the second draft.

### Developmental Objective #3

By April 15, 1985, the revisions of the survey questionnaire were completed and pretested by law enforcement officers and police training specialists.

1. Implementation Activities
  - a. Made arrangements with law enforcement officers to "test" the survey questionnaire.

- b. Collected survey questionnaires and interviewed respondents about their answers and/or any comments about the questionnaire.
2. Evidence of Completion - Revisions of the survey questionnaire based upon the responses of the test group were made and the final draft completed.

#### Developmental Objective #4

By May 30, 1985, the researcher selected a random sample from a population of Wisconsin law enforcement agencies and survey questionnaires were mailed or delivered.

1. Implementation Activities
  - a. Determined population sample size.
  - b. Selected participating law enforcement agencies.
  - c. Used a random selection procedure that identified subjects who received the survey questionnaire.
  - d. Mailed or delivered the questionnaires.
2. Evidence of Completion - A randomly selected sample of Wisconsin law enforcement officers was picked to receive the survey questionnaires and the questionnaires were mailed or delivered.

#### Developmental Objective #5

By February 5, 1986, the results of the survey questionnaire responses were analyzed and correlation tests and other statistical procedures were used to determine the relationship between education levels and attitudes of professionalism among Wisconsin law enforcement officers.



1. Implementation Activities
  - a. Tabulated raw data.
  - b. Applied the Statistical Analysis System program for data analysis.
2. Evidence of Completion - The results of the data indicated relationships between education levels and attitudes of professionalism.

#### Evaluation Objective #1

By February 1986, the researcher found out if there was a statistical relationship, significant at the .05 level, between education levels and attitudes of professionalism among Wisconsin law enforcement officers as demonstrated by a survey questionnaire adapted to measure attitudes and education levels.

#### Evaluation Objective #2

By February 1986, the findings of this study were compared to the 1976 study of Jon Miller and Lincoln J. Fry which measured the effect of education on attitudes of professionalism to find out the degree of difference between Wisconsin law enforcement officers and Miller and Fry's research subjects.<sup>6</sup>

### Evaluation Methodology

#### Target Population and Sampling Methodology Used

The researcher used fourteen municipal police agencies which provided a population of 591 full-time law enforcement officers. The author used a random sample procedure to select 119 officers who represented twenty percent of the participating population.

### Research Design and Procedures

The research design was a study that demonstrated the relationship between education levels and attitudes of professionalism among law enforcement officers. The researcher used a mailed questionnaire to survey attitudes of professionalism and education levels among randomly selected police officers in certain Wisconsin law enforcement agencies. The questionnaire also asked for demographic information regarding sex, marital status, approximate age, rank, approximate years of experience, and approximate size of the department. Tests for significance between education levels, age, rank, and attitudes of professionalism were conducted using the CROSSTABS program and Chi-square test.

### Materials and Instruments

The researcher used Hall's Professionalism Scale, as modified by William E. Snizek, to measure attitudes of professionalism among law enforcement officers.<sup>7</sup> Researchers have used this scale in measuring professionalism among many occupational groups. To determine the effects of different variables on attitudes of professionalism, the researcher developed a questionnaire that determined the factors of sex, marital status, approximate age, education level, rank, approximate years of experience, and approximate size of the department.

### Data Collection Methods

A survey questionnaire was adapted to obtain the necessary information regarding attitudes of professionalism and the other measures of education, sex, marital status, approximate age, rank, approximate years of experience, and approximate size of the department from the selected officers.

### Summary Data Analysis Methods

The researcher analyzed the data using the CROSSTABS program and Chi-square test to determine systematic relationships of statistical significance between attitudes of professionalism and the independent variables of education levels, age, and rank. The researcher utilized the Statistical Analysis System in the data analysis.

### Limitations of the Project

#### Definitional

Researchers have used Hall's definition of the attitudinal attributes of professionalism to measure professional attitudes. While Hall's definition of professionalism has worked in measuring professionalism in various occupations, its suitability for defining professionalism in the law enforcement occupation was open to conjecture. The instrument, however, had been used in an earlier study by Miller and Fry.

#### Methodological

Participants involved in mailed surveys do not usually respond well to long or complex surveys. Consequently, the type and the amount of detailed information obtained were limited as a result. Hall's Professionalism Scale has been used to measure attitudes of professionalism in several occupational groups; however, tests for validity and reliability have not been reported. Consequently, this has been a limitation of the project.

### Implementational

Because the researcher conducted the study without assistance, time was a limitation. Budgetary constraints involving the printing and mailing of the survey questionnaire limited the size of the sample population because these costs were borne by the researcher.

Notes

<sup>1</sup> President's Commission on Law Enforcement and Administration of Justice, The Challenge of Crime in a Free Society (Washington, D.C.: Government Printing Office, 1967), pp. 109-110.

<sup>2</sup> Allen Z. Gammage, Police Training in the United States (Springfield: Thomas, 1963), p. 60.

<sup>3</sup> Richard H. Hall, "Professionalization and Bureaucratization," American Sociological Review 33, no. 1 (1968): 93.

<sup>4</sup> Robert M. Fogelson, Big City Police (Massachusetts: Harvard University Press, 1977), p. 51.

<sup>5</sup> President's Commission on Law Enforcement and Administration of Justice, Task Force Report: The Police (Washington, D.C.: Government Printing Office, 1967), p. 30.

<sup>6</sup> Jon Miller and Lincoln J. Fry, "Some Evidence on the Impact of Higher Education for Law Enforcement Personnel," The Police Chief, August 1978, pp. 30-33.

<sup>7</sup> William E. Snizek, "Hall's Professionalism Scale: An Empirical Reassessment," American Sociological Review 37, no. 1 (1972): 109-114.



BudgetDirect Costs

<u>Printing questionnaires</u> 600 pages x .05	=	\$ 30.00
<u>Postage</u> 400 stammps x .22	=	88.00
<u>Computer time</u> 4 hours x 25.00	=	<u>100.00</u>
		\$ 218.00

Indirect Costs

<u>Secretarial time</u> 15 hours x \$8.00	=	\$ 120.00
<u>Researcher's time</u> 100 hours x \$17.00	=	<u>\$1,700.00</u>
		\$1,820.00
Total Cost	=	\$2,038.00

## CHAPTER 2

### Review of the Literature

#### Introduction

In 1967, President Johnson's Commission on Law Enforcement and Administration of Justice issued its comprehensive study of crime in America. In its examination of the police it recommended that "the quality of police personnel" be upgraded so that their capabilities for controlling crime would have been improved.<sup>1</sup> To enhance their abilities the President's Commission suggested the development of a "professional identification" for police which was to be achieved through higher education.<sup>2</sup>

The researcher studied the relationship between education levels and attitudes of professionalism among law enforcement officers. The literature review provided a description of the efforts of the police reformers and their reliance on the ideology of professionalism, developed through higher education, to improve the quality of policing.

The researcher examined the literature of two major issues from historical, philosophical, psychological, and sociological perspectives. The first major issue was an examination of the use of professionalism as a catalyst for changing police attitudes. The second major issue was a review of the influence of higher education on the development of police professionalism.

#### Major Issue #1

Since the early years of the twentieth century professionalism has been advocated as the means for creating change in the police service and its



members. This major issue was the use of professionalism as a catalyst for changing police attitudes.

### Historical

When the Magna Carta was signed in 1215, it provided more than basic guarantees of liberty for the English people. It also expressed a concern about the quality and efficiency of those who were to enforce the new liberties. Article 39 of the Magna Carta stated, "We will not make men justiciaries, constables, sheriffs, or bailiffs, unless they understand the law of the land, and are well disposed to observe it."<sup>3</sup> This concern about the qualities and abilities of the enforcers of the law continued throughout the evolution of the English police system.

In 1829, when Sir Robert Peel organized the Metropolitan Police of London, the forerunner of the American Police System, he offered a number of reforms for improving the quality of law enforcement.<sup>4</sup> One of the principles of Peelian Reform stated that "the securing and training of proper persons is at the root of efficiency."<sup>5</sup>

The development of the police in the United States was influenced by Peel's reform principles.<sup>6</sup> However, there were significant differences between the English police system and the American police. The police in America during the early 1900's were frequently hired because of their size or strength. Most often these individuals were given a badge, a gun, a club, and told to keep the peace, an interpretation which was frequently left to their own imaginations.<sup>7</sup>

There was corruption, lack of discipline, and a general state of disorganization among the police, which resulted in their low status as an occupational group. In describing the era, Bruce Smith observed that

policing the lusty, growing cities of America was once a task which attracted chiefly the shiftless, incompetent, and the ignorant; citizens contemplated the members of the city watch with uneasiness and distrust. . . .<sup>8</sup>

One of the early scholars of the American Police was Raymond B. Fosdick. Fosdick had completed an extensive study of the European police, which he had described as superior to law enforcement in the United States.<sup>9</sup> He attributed their superiority to "the absence of unenforceable laws, to strong and independent leadership, and to superior selection and training of officers."<sup>10</sup>

When Fosdick wrote his study of law enforcement in America he was extremely critical of its quality and effectiveness. This was clearly indicated when he stated:

Successful in the organization of business and commerce, pre-eminent in many lines of activity, we must confess failure in the elemental responsibility laid on all people who call themselves civilized, of preserving order in their communities.<sup>11</sup>

Although public pressure for police reform was strong, little was heard from the police community. It was not until August Vollmer began to advocate the need for change was there a stirring within the police ranks. Vollmer had been elected the marshall of Berkeley, California in 1905. He eventually became Berkeley Chief of Police, a position he held until his retirement in 1932.<sup>12</sup> Vollmer was well aware of the inadequacies of the police in which one found "a shifting leadership of mediocre caliber . . . there is little conception of policing as a profession or a science to be matured and developed."<sup>13</sup>

Vollmer's plan for police reform called for professionalizing the police through its personnel and it was structured on the individual officer, not the organization. This idea was apparent in his statement, "When we have reached a

point where the best people in society are selected for police service, there will be little confusion regarding the duties of the members."<sup>14</sup>

The demand for professionalizing the police during the early decades of the twentieth century was a reaction to the "public outrage and violent crime . . . and . . . unprecedented lawlessness," on the part of the police and certain immigrant groups.<sup>15</sup> To develop this new breed of professional police, Vollmer strongly advocated an independent police force which was free from political control and manipulation. Professionalism to Vollmer

meant a force completely free of political interference, staffed by intelligent, well-paid, highly trained, dedicated, respected policemen, utilizing every modern tool that technology could provide.<sup>16</sup>

The professionalism developed by Vollmer provided the police with a model that "brought insularity into policing to protect it from corruption and manipulation from diverse moral codes."<sup>17</sup> His concept of professionalism had a profound impact on the American police system and according to Barbara Raffel Price, his "thinking and rhetoric were to influence policing for two decades or more."<sup>18</sup>

As the nation moved into the 1930's, the quality of policing had not significantly changed. The public pressure for improvement in law enforcement continued unabated. Consequently, President Herbert Hoover established the National Commission on Law Observance and Enforcement, also known as the Wickersham Commission, in 1929, because of "citizen outrage at the amount of violent crime and police misbehavior."<sup>19</sup> When the Wickersham Commission released its findings on the police in 1931, it reported that "the great majority of police are not suited either by temperament, training or education for their positions."<sup>20</sup>

It was not until the 1960's that spiraling crime rates and social unrest became so widespread that the police again became the focus of attention. Such was the mood that "public anger at police performance . . . citizen fear of violence and police inability to contain and suppress it became indistinguishable factors."<sup>21</sup> Although these concerns were similar to those of the early 1900's, the major ideological focus was "concern about private citizens' rights taking precedence over governmental authority."<sup>22</sup>

William J. Bopp and Donald O. Schultz have referred to the 1960's as the "decade in which the concept of police professionalism progressed from a regional commitment to a national movement."<sup>23</sup> The new concept concentrated on "the value of being professional."<sup>24</sup> James Q. Wilson called it the 'new professionalism'<sup>25</sup> because it emphasized "citizen-patrolman contact, reduced militarism, emphasis on service and on trained specialists for particular problems."<sup>26</sup>

Criticism of law enforcement had emanated from all segments of society which in the 1960's, resulted in the formation of four national commissions and many state groups who examined the role of the police.<sup>27</sup> The commission that received the most notoriety was established by President Lyndon Johnson on July 23, 1965, and was known as the President's Commission on Law Enforcement and Administration of Justice. President Johnson established the Commission because of crime, its pervasiveness, and its impact on society. The President had charged the Commission to study the problem of crime and to make "recommendations for . . . improving law enforcement and the administration of justice."<sup>28</sup>

The President's Commission released its general report, The Challenge of Crime in a Free Society, in February, 1967. This general report was followed by nine task force reports. One of these reports, Task Force Report: The Police, examined the police function and its role in a free society. It elaborated on the findings and recommendations of the Commission's general report.

The President's Commission offered over 200 recommendations for improving the criminal justice system. In its study of the police the Commission reported that not only was there a need for increased personnel, but noted that there was a significant need for upgrading the quality of police personnel. This was considered a primary need "for achieving more effective and fair law enforcement."<sup>29</sup>

The concerns of the President's Commission paralleled those expressed by the drafters of the Magna Carta in 1215, Peel's reforms in 1829, Fosdick, Vollmer, and other scholars that the heart of the police problem was the quality of the individual officer. The Commission noted that the principal personnel necessity was "improved quality" which, when achieved, would have resulted in improved competency.<sup>30</sup>

To achieve the quality discussed by the President's Commission, the development of a "professional identification" was suggested.<sup>31</sup> The benefits were seen as enhanced skills, and the ability to handle the unexpected fairly, efficiently, and effectively in ways which were considered to have been the mark of a professional.<sup>32</sup>

Numerous other commissions and organizations such as the American Bar Association, the Advisory Commission on Intergovernmental Relations, the Police

Foundation, and other authorities in the criminal justice field, supported the call for improvement in the quality of law enforcement.<sup>33</sup> They were unanimous in their belief that professionalism was essential for the police institution.

Consequently, all of those commissions' recommendations had the effect of having moved the police from the rhetoric of professionalism to having taken positive steps towards its accomplishment.

### Philosophical

Amitai Etzioni observed that "organizations are social units which pursue specific goals; their very *raison d'etre* is the service of these goals."<sup>34</sup> The goals of law enforcement, which have been universally accepted by the police and society, have been defined as:

1. The prevention of crime and disorder and the preservation of the peace (for community security).
2. The protection of life and property and personal liberty (for individual security).<sup>35</sup>

To have achieved these goals the police had advocated a professionalism based on "expertise and efficiency."<sup>36</sup> Jerome H. Skolnick referred to it as a professionalism that stressed "managerial efficiency based upon a body of 'expert' knowledge."<sup>37</sup> Some had accused the police of having used the rhetoric of professionalism as a defense against criticism of their shortcomings instead of truly having embraced the model of the recognized professions.<sup>38</sup> While the concept of police professionalism in the past had focused on technical and managerial efficiency, a new perspective developed. For the police this meant that

the needed philosophy of professionalism must rest on a set of values conveying the idea that the police are as much an institution dedicated to the achievement of legality in society, as they are an official social organization designed to control misconduct through the invocation of punitive sanctions.<sup>39</sup>

This concept of professionalism required a "significant alteration in the ideology of police."<sup>40</sup> The police had to accept the fact that they were also part of society. It has not been possible to have considered the police without having juxtaposed them with the public they have served. Police held a unique position in society in that they were government's most visible symbol. While it was clear that various communities had different priorities and role expectations of law enforcement, the police had to adhere to "maintaining order in ways that preserve and extend the precious values of a democratic society."<sup>41</sup>

Skolnick commented that "police professionalization rests on the values of a democratic legal order, rather than a technological proficiency."<sup>42</sup> Although the police had stressed technology and efficiency in the past, the professionalism of the 1960's and 1970's was primarily concerned with service and ethical issues.<sup>43</sup> This dichotomy of technical skills, service, and ethical concerns did not interfere with the professionalization process of the police but rather "technical skills along with the recognition of social values and the need for joining the two is seen as the essence of professionalism."<sup>44</sup>

The "police professionalizing process is accelerating"; however, the process has been slow and not without difficulties.<sup>45</sup> James F. Ahern stated:

The only way to improve police service to the point where it will be fair and equal in law enforcement and sensitive to community values in order maintenance is to concentrate on the people who must do the job. This entails 'professionalism', and it is highly controversial.<sup>46</sup>

Part of that controversy has been noted by Skolnick who observed:

If the police are ever to develop a conception of legal as opposed to managerial professionalism, two conditions must be met: first, police must accustom themselves to the seemingly paradoxical yet fundamental idea of the rule of law - 'that the main purpose of law is, in fact, to make their task more difficult.' Second the civic community must support compliance with the rule of law by rewarding police for observing constitutional guarantees, instead of looking to the police solely as an institution responsible for controlling criminality.<sup>47</sup>

The adherence to the rule of law by the police will have had the advantage of having provided a positive example for society. Claudine Gibson Wirths, a psychologist, observed that "the actions and attitudes of law enforcement people themselves probably constitute the greatest single cultural influence on public attitudes towards law enforcement."<sup>48</sup> This view offered the police the opportunity to demonstrate to the public that police officers were worthy of professional recognition.

Wirth's observation put much of the responsibility for the public's view of the police as a professional institution on the police themselves. Her comments did not allow the police organization, nor the individual officer to escape the consequences of their actions.

Attitudes, which have been defined as a "predisposition to perform, perceive, think, and feel in relation to objects and persons" have been important in the development of police professionalism.<sup>49</sup> Louis Radelet observed that it was "attitude that makes a professional" and there was no other occupation in the public sector where attitude has been more important.<sup>50</sup> "Professionalization implies an obligation" and that obligation has meant that police attitudes must have reflected the rule of law and the values of a democratic society.<sup>51</sup>



Professionalism has given the police a basis for understanding the values of the law and the need for uniformity and fairness in its enforcement. It has been important for the police to have appreciated the essence of the law in relation to their function, attitudes, and conduct. This relationship was highlighted by James Coolidge Carter who stated:

Law, Custom, Conduct, Life - different names for almost the same thing - true names for different aspects of the same thing - are so inseparably blended together that one cannot even be thought of without the other. No improvement can be effected in one without the other, and no retrogression can take place in one without a corresponding decline of the other.<sup>52</sup>

Professionalism offered the police a system of values that has helped define the nature of the police function vis-a-vis the rule of law. Such a clarification was precious because, as Jacob Chwast noted, "Unless we are clear about our values, we are clear about nothing."<sup>53</sup> If justice through law was the keystone between police actions and democratic principles, then attitudes of professionalism were the mortar holding it in place.

### Psychological

Professionalism held out to the individual officer the prospects of economic rewards, high status, and other extrinsic perquisites associated with the professions. Furthermore, "professionalism fosters responsibility" which has been important not only for the organization but also for the individual officer.<sup>54</sup> The value of a sense of responsibility was acknowledged by John Dewey who commented that "liability is the beginning of responsibility. . .The individual is held accountable for what he has done in order that he may be responsive for what he is going to do."<sup>55</sup>

The significance of responsibility as an intrinsic quality of professionalism for the individual officer was referred to by President Johnson's Commission. It noted the need for guidance and direction and the use of discretion by the police, more than that which had been provided through past organizational policies.<sup>56</sup> Morton Bard and Robert Shellow commented that "discretion and responsibility should be the two most important aspects of police professionalism."<sup>57</sup> Discretion and responsibility as derivatives of professionalism offered the police greater latitude in personal judgement and decision-making, all of which would have been supported by an internalized code nurtured through training and reinforced by the police community.<sup>58</sup> Consequently, the officer and the organization has been offered "autonomy restrained by responsibility"<sup>59</sup> which has been the "most zealously guarded of professional prerogatives."<sup>60</sup>

It was the use of discretion by the individual officer that made attitudes of professionalism so important. Kenneth Culp Davis commented:

The police are among the most important policy makers of our entire society. And they make far more discretionary determinations in individual cases than any other class of administrators, I know of no close second. . . Enforcement policies resting upon social values usually should be determined not primarily by individual patrolmen but by top officers of the department, as well as other officers of the local government.<sup>61</sup>

Davis' statement was one of the most compelling arguments for professionalizing the police. It was the patrol officer, the lowest ranking member of the department, who was most often required to make complex decisions affecting life and liberty. Professionalism provided the attributes that have served as a basis for making critical individual decisions.<sup>62</sup>

Professionalism was an attitudinal perspective through which an officer internalized personal values associated with the professions. Officers developed pride in themselves and in the organization. Since "professionals view their work as an extension of themselves", pride has been important in furthering the interests of the organization and the individual.<sup>63</sup> The manifestations of pride were a personal commitment of the officers to have thought and acted as professionals. A 1980 study found that the more professional the officers the greater the likelihood they were to have experienced job satisfaction.<sup>64</sup>

A professional attitude has stressed performance at peak levels at all times. Andrew Woolcot remarked that "a professional is a person who does his best job when he feels worse."<sup>65</sup> The essence of professionalism for law enforcement has meant that there had to have been a change in "the police themselves - and their attitudes towards themselves, toward the job, and toward the people they must serve."<sup>66</sup> Professionalism has provided the impetus not only to change attitudes, but also, and equally important, to have modified behavior. Professionalism has highlighted the need for continued self-improvement, "it promotes self-evaluation."<sup>67</sup> This has been valuable for the police "for ultimately it is the commitment to self-critical inquiry that stamps the professional man."<sup>68</sup>

### Sociological

For an occupation to have been recognized as a profession it must have conformed to various criteria such as those identified in traditional professions of medicine, law, and theology. Arthur Niederhoffer described the various elements of a profession as:

1. High standards of admission.

2. A special body of knowledge and theory.
3. Altruism and dedication to the service ideal.
4. A lengthy period of training for candidates.
5. A code of ethics.
6. Licensing of members.
7. Autonomous control.
8. Pride of the members in their profession.
9. Publicly recognized status and prestige.<sup>69</sup>

Richard H. Hall observed that neither has any one occupation been totally professionalized, nor has any one person in a profession performed completely as a professional.<sup>70</sup> Harold S. Becker "suggested that any work group that succeeds in getting itself called a profession is indeed a profession."<sup>71</sup> In their discussion of a profession Howard M. Vollmer and Donald L. Mills stated:

We avoid the use of the term 'profession', except as an 'ideal type' of occupational organization which does not exist in reality, but which provides the model of the form of occupational organizations that would result if any occupational group became completely professionalized. . . .<sup>72</sup>

In spite of the extensive study that has been done on the professions, there has not been a consensus among scholars as to a complete definition. The term professionalism has been defined as an "ideology" that has been identified in a number of occupations that have been in various stages of professionalization.<sup>73</sup> Alan Edward Bent observed that "professionalism involves the ascendancy of moral values in the work organization and, crucially, the use of controls to assure that preservation of these moral values."<sup>74</sup> The mere presence of the ideology did not mean that an occupation would have been recognized as a profession; however, it was an "integral part of the process."<sup>75</sup>

In Hall's description of professions he used a professional model which identified structural and attitudinal attributes. When considering the structural attributes it has been important to note that before any occupation has been

recognized as a profession it has moved through various structural levels.<sup>76</sup> The structural attributes of Hall's model were:

1. Creation of a full-time occupation.
2. The establishment of a training school.
3. Formation of professional associations.
4. Formation of a code of ethics.
5. Autonomy.<sup>77</sup>

The attitudinal attributes of professionalism used by Hall were:

1. The use of the professional organization as a major reference - this involves both the formal organization and informal colleague groupings as the major source of ideas and judgements for the professional in his work.
2. A belief in service to the public - this component includes the idea of indispensibility of the profession and the view that work performed benefits both the public and the practitioner.
3. Belief in self-regulation - this involves the belief that the person best qualified to judge the work of a professional is a fellow professional, and such a practice is desirable and practical. It is a belief in colleague control.
4. A sense of calling to the field - this reflects the dedication of the professional to his work and the feeling that he would want to do the work even if fewer extrinsic rewards were available.
5. Autonomy - this involves the feeling that the practitioner ought to be able to make his own decisions without external pressures from clients, those who are not members of his profession, or from his employing agency.<sup>78</sup>

The significance of the attitudinal attributes was that they portrayed the practitioners' perspective of their occupation and that there was an "assumption . . . that there is some correspondence between attitudes and behavior."<sup>79</sup> Hall observed that if this assumption has been accurate, attitudes of professionalism will have been a vital component in the performance of the professional.<sup>80</sup> The essence of these attributes was to be demonstrated through "the direction and strength of the orientation" of the practitioner.<sup>81</sup>

Based on the attitudinal attributes of professionalism exhibited by the recognized professions, scholars of the police have been in agreement that the

police, as an occupation, have not achieved equal footing with the professions. While the rhetoric of professionalism has been used for decades, Ashburn observed that the police had not achieved "professional maturity."<sup>82</sup> James Q. Wilson had referred to the policeman as a "sub-professional."<sup>83</sup>

The importance of attitude in the police function was noted by President Johnson's Commission on Law Enforcement and Administration of Justice. The Commission noted in its study the need for improvement in the relationship between police and citizens. Public hostility or diminished confidence in the police was found to have had several dire consequences for law enforcement personnel and the police organization. The hostility contributed to an attitudinal negativism among police officers that resulted in a lack of enthusiasm about the job, lower morale, and high turnover of personnel. The ramifications of this were a lack of commitment, experience, and expertise which hampered crime control and further isolated the police from the community.<sup>84</sup> The strategy recommended for the improvement of police competency and for having regained the public's confidence was professionalism.<sup>85</sup>

The varied and demanding expectations of the police have been recognized for many years. In 1931, the Wickersham Commission had noted that "policing a community is one of the most complex responsibilities confronting any governmental agency."<sup>86</sup> Thirty-six years later President Johnson's Commission noted the relationship between society and the police and the potential impact of that link when it observed that

policemen deal with people when they are both most threatening and most vulnerable, when they are angry, when they are frightened, when they are desperate, when they are drunk, when they are violent, or when they are ashamed. Every police action can affect,

in some way, someone's dignity, or self-respect, or sense of privacy, or constitutional rights.<sup>87</sup>

The word "police" has been derived from the Greek "politeia, meaning citizenship and connoting control and regulation of a political unit such as a nation or state."<sup>88</sup> The police have not operated in a vacuum; they have been part of the society they have served and protected. Understanding this nexus between the police and society has been a critical point for the police. While professionalism has implied efficiency and skill, attitudes of professionalism without an "internalization of the traditional humanistic values of the ancient professions" will not have offered the police or society the true benefits of professionalism.<sup>89</sup> These benefits have been a police institution that has been competent, fair, and sensitive to the democratic principles of a free society.

#### Major Issue #2

Higher education has been an integral part of any discussion of the professionalization of the police. This major issue was a review of the influence of higher education on the development of police professionalism.

#### Historical

When the eminent legal scholar and jurist of the eighteenth century, Sir William Blackstone, wrote of the law enforcers of his time he observed:

The general duty of all constables, both high and petty, as of the other officers, is to keep the King's peace in their several districts; and to that purpose they are armed with very large powers; of the extent of which powers, considering what manner of men are for the most part put into these offices, it is perhaps very well that they are generally kept in ignorance.<sup>90</sup>

American police found themselves in a similar situation at the beginning of the twentieth century. The public did not respect and, if anything, feared the police.<sup>91</sup> The intelligence and educational levels of the police were of little interest to most people. This attitude was reflected by Leonhard F. Fuld who commented:

It is certainly not necessary and some have even maintained that it is not desirable that police patrolmen be men of large intellectual abilities. . . [It is] extremely unlikely that, for the present at least, any considerable number of men who have enjoyed even a secondary education will turn to the police business. . . The most important asset of the ideal policeman is unquestionably his physical constitution and condition.<sup>92</sup>

The police of the era were considered inefficient, ineffective, corrupt, and controlled by unscrupulous politicians. Bruce Smith remarked, "If the early days of our municipal police were marked by distinguished achievement, the historians of the time failed to note it."<sup>93</sup> During the eleventh annual International Association of Chiefs of Police convention in 1904, a Pennsylvania chief of police suggested the qualifications thought to have been necessary for the police of the time. He described "bravery, morality, decisiveness, and a 'tendency to not habit saloons'," as the preferred qualifications for law enforcement officers.<sup>94</sup>

There were some, however, who realized that policing required more than physical strength and the ability to have walked by the door of a saloon.

V. A. Leonard noted:

The police began to feel [around 1915] the impact of new and unexpected forces. The appearance of Fosdick's notable work . . . directed attention to the differences between the efficiency of the European police and the obsolete methods of our police forces. The stress that he placed upon personnel and training in accounting for this disparity placed a new emphasis upon police problems in the United States. Fosdick's influence was supplemented by changes in the character of the police service



which began shortly after the turn of the century to place a premium upon talent and ability in the performance of police duties.<sup>95</sup>

It was Fosdick's examination of more than seventy law enforcement agencies between 1915 and 1917, that had identified the shortcomings of the American police system, vis-a-vis the European police.<sup>96</sup> While Fosdick identified the problems of the American police it was primarily the efforts of August Vollmer who had put the rhetoric of reform into action. Vollmer also recognized the universal state of police incompetence and ramifications of corrupt political forces that had influenced police policy and performance. He was concerned about the public's lack of respect and indifference shown to the police. Vollmer saw education and training as the means to have brought efficiency and effectiveness to the police which ultimately would have gained the respect of the citizens and achieved professional status for law enforcement.<sup>97</sup>

In 1908, Vollmer, with the assistance of the University of California, initiated a training school for the Oakland Police Department. The curriculum included "sanitation laws . . . evidence . . . First Aid, Photography, Criminal Law, and Elementary Law."<sup>98</sup> Although the new in-service program was modest in scope, Vollmer had set in motion a new era of training and education for the police.

Vollmer conceived of a professionalism for the police that was based on university education, technical training and police skills, and "an ideology that encourages them to function independent of local social conflict and with only formal direction from elected government."<sup>99</sup> This was Vollmer's approach to rid law enforcement of the influence and control exerted by corrupt political forces.

It was Vollmer's conviction that only by having attracted the most capable recruits into the police ranks and having provided them with quality training and education, could law enforcement achieve professional status. He advocated training and education for the police that was equal to that of the legal or medical professions.<sup>100</sup> Vollmer stated that

the police service has been completely revolutionized in the last few years, and an entirely different type of individual is needed. In addition to higher personnel qualifications, there must also be added the professional training in order that the service may not be hampered and police candidates may be educationally equipped to perform the duties that are now assignable to policemen.<sup>101</sup>

Law enforcement at the time was primarily male dominated, however, women began to enter the field. As the numbers of women officers grew they organized the International Association of Policewomen in 1915, and five years later the association advocated college education for its members and prospective candidates.<sup>102</sup> The association stressed a liberal arts curriculum based on the assumption that "such preparation would better assist them in police performance."<sup>103</sup> This emphasis on the liberal arts paralleled Vollmer's philosophy for the professional development of the police service.<sup>104</sup>

Although Vollmer had never earned a college degree, he was instrumental in the establishment of the criminology program at the University of California - Berkeley.<sup>105</sup> Vollmer saw education as the indispensable link between the police occupation and its recognition as a profession. He was tireless in this pursuit and because of his efforts new educational programs for the police developed in educational institutions such as Harvard University, the University of Chicago, and San Jose State College.<sup>106</sup>

In 1931, the Wickersham Commission, in its fifteen volume study of law enforcement in the United States, noted a need for "highly educated officers."<sup>107</sup> However, little resulted from the Wickersham Commission's work and the status of the police remained virtually unchanged.

It was during this period that the federal government became involved in police training and education. As a result of an Attorney General's Crime Conference, held in Washington D.C., in 1934, the need was recognized for

a structure of some kind, permanent in form, which would deal with all aspects of the crime problem so that there might be a focal point for the dissemination of information; a nerve center from which could flow impulses from all parts of the country stimulating activity in the crime field.<sup>108</sup>

The program was initially called the Police Training School of the Federal Bureau of Investigation, and the first class was graduated in October, 1935, after completion of twelve weeks of instruction.<sup>109</sup> The training school was renamed the FBI National Academy in 1945. The mission of this institution was "to find the ways and means to synthesize the best elements of the academic and vocational worlds in order to assist in the continual professionalization of the law enforcement community."<sup>110</sup>

As of October, 1985, 19,380 full-time law enforcement officers from fifty states and seventy-two countries had completed the eleven week course of instruction presented by the National Academy.<sup>111</sup> "Professionalism through education" has been the philosophy of the National Academy to this day.<sup>112</sup>

It was not until the Depression of the 1930's that police agencies, primarily because of high national unemployment, began to attract college educated candidates in large numbers. This trend continued throughout the 1930's and into

the 1940's. An example of this situation was in the New York Police Department which had appointed three hundred officers to the ranks in June, 1940, of whom more than half were college graduates.<sup>113</sup>

However, as the nation moved into the 1950's, the economy and unemployment improved and the interest of the college educated population in police work waned. In 1950, the median number of school years for police officers was 11.7.<sup>114</sup> Furthermore, 53 percent of police personnel had not earned a high school diploma, 34 percent had graduated from high school, nine percent had received one to three years of college, and three percent had four or more years of university education.<sup>115</sup>

The crime rate in the United States increased slowly from the end of World War II to 1960. From 1960 to 1974, the overall crime rate increased 200 percent, while some crimes of violence increased over 300 percent.<sup>116</sup> Not only was the public afraid of the crime and violence, but they became fearful because of a belief that the police had not been effective in the suppression of the lawlessness.

In addition to the soaring crime rates of the 1960's, the police found themselves contending with racial disorders, protests over the Viet Nam War, and other social issues of the time. Many segments of society were critical of the police and many believed that "not only were the police ineffective in controlling disorder, they were also accused of aggravating and even precipitating violence."<sup>117</sup>

When President Johnson's Commission reported its findings in 1967, it called for improved educational standards, if police personnel were to be prepared for the increased demands of the police task. Specifically, one of the

recommendations was that "the ultimate aim of all police departments should be that all personnel with general enforcement powers have baccalaureate degrees."<sup>118</sup>

The influence of the recommendations of President Johnson's Commission was reflected in the enactment of the Omnibus Crime Control and Safe Street Act of 1968. It was the intent of Congress, through this act, to 'strengthen and improve law enforcement and criminal justice'.<sup>119</sup> The recommendation of the Commission was referred to in the Senate Reports which stated:

As a first step toward raising status of police, and improving the quality of law enforcement, higher educational standards for the police should be established . . . a 1964 survey of 6,200 officers across the nation revealed that only 30 percent had taken one or more college courses, and just 7 percent had a college degree.<sup>120</sup>

It was through the Omnibus Crime Control and Safe Street Act of 1968 that the Law Enforcement Education Program (LEEP) came into existence. The purpose of the program was "to encourage education" in the criminal justice system especially among the police.<sup>121</sup>

The Law Enforcement Education Program provided financial aid in loans and grants for police officers attending two semesters of college a year, and if the officers remained in law enforcement for at least four years following the final loan or grant no reimbursement was required.<sup>122</sup> The program included all persons working or planning to work in the criminal justice system, however, 65 percent of the participating students were full-time police officers.<sup>123</sup>

Although funding for LEEP ceased in 1981, after twelve years of operation, it was successful in "stimulating the growth of higher education in law enforcement."<sup>124</sup> In 1967, two years before LEEP was implemented, 184 colleges

and universities offered criminal justice programs; by 1980, that number had risen to an estimated 1,500.<sup>125</sup> As of 1985, seventeen Wisconsin colleges and universities offered criminal justice related degrees.<sup>126</sup>

The LEEP program significantly increased the education levels of the police. During the period between 1960 and 1980 there was a 35 percent increase in the number of police officers who had attended college (see Table 1).

Table 1

Education Levels of Sworn Police Personnel, 1960-1980

	<u>1960<sup>a</sup></u> Percent	<u>1980<sup>b</sup></u> Percent
Less than high school	37	7
High school graduate	43	38
College:		
1-3 years	17	38
4 years or more	<u>3</u>	<u>17</u>
	100%	100%

Sources:

<sup>a</sup> Lawrence W. Sherman and the National Advisory Commission on Higher Education for Police Officers, The Quality of Police Education (San Francisco: Jossey-Bass, 1978), p. 37.

<sup>b</sup> 1980 United States Census of Population, U.S. Department of Commerce, Bureau of Census Subject Reports, Earnings by Occupation and Education 2, PC 80-2-8B, (May 1984) p. 123.

The Wisconsin Department of Justice conducted a survey of the education levels of 709 full-time police officers hired by Wisconsin law enforcement agencies during the period from April 9, 1984 to April 9, 1985. The results of the

survey were that one percent of full-time officers had received a general education diploma, 45 percent were high school graduates, 26 percent had received associate degrees, 27 percent had received bachelors degrees, and one percent had masters degrees.<sup>127</sup>

President Johnson's Commission had encouraged the police to professionalize through higher education. Legislation had been enacted to assist the police in the accomplishment of this goal. Consequently, many Wisconsin law enforcement officers and individuals who considered a career in policing attended colleges and universities.

#### Philosophical

The Task Force Report: The Police noted that "individual officers must be provided with the training and education which will give them a professional identification consistent with the police role in a free society."<sup>128</sup> To have achieved a professional identity the police had to look beyond expertise and technological improvements. This sentiment was expressed by Skolnick who observed that

the problem of police in a democratic society is not merely a matter of obtaining newer police cars, a higher order of technical equipment, or of recruiting men who have to their credit more years of education. What must occur is a significant alteration in the ideology of police, so that police 'professionalism' rests on the values of a democratic legal order, rather than technological proficiency.<sup>129</sup>

The National Advisory Commission on Criminal Justice Standards and Goals also supported this concept. It commented,

If the overall purposes of the police service in America were narrowed to a single objective, that objective would be to preserve the peace in a manner consistent with the freedoms secured by the Constitution.<sup>130</sup>

For the police this meant an adherence to the professional norm of the "service ideal" which has implied the concept of justice.<sup>131</sup> Justice has been described as the "keystone in the arch of social control."<sup>132</sup> Aristotle described justice "as a general virtue embracing all others," which has implied equality for the individual and society.<sup>133</sup> This was what the American Bar Association intended when it commented that one of the attributes of a profession has been its observance of "a set of values more basic than those required in the interest of efficiency."<sup>134</sup>

Higher education was the primary route to professional status for police officers. In the structural makeup of the recognized professions, higher education was an integral characteristic in the development of professionalism. Barber has noted that university educators have frequently been "ethical role - models" for their pupils which continued to have been an influence long after a student departed the academic environment.<sup>135</sup> The importance of higher education in the development of police professionalism was noted by James D. Stinchcomb, who observed that

it is difficult to ensure that equitable justice is delivered when all career participants do not possess a common base of learning and understanding, and it will be the role of higher education to provide that conceptual thread.<sup>136</sup>

Academic training for police was stressed because education, regardless of the level, "has long been regarded as the key element in the quest for equality."<sup>137</sup> Justice has been mercurial and its primary trait has been "flux, with constant reorientation and readjustment to the growth of man and his expanding social horizons."<sup>138</sup> One of the primary values of education was the expanded attitudinal perspectives for a student, which, for the police, was a greater appreciation for the concept of justice.<sup>139</sup>



John Naisbitt referred to the present as the "time of the parenthesis, the time between eras."<sup>140</sup> The future will have created new pressures and difficulties for the police. Lawrence W. Sherman pointed out the necessity of having integrated academic curricula focused on moral values because of the "complex dilemmas of policework" now and in the years ahead.<sup>141</sup>

The determination as to how well the police will have to respond to the call of professionalism through education was offered by Quinn Tamm who stated:

The greatest evidence that law enforcement can offer to the community as proof that it has come of age as a profession is a rock-ribbed, unwaivering preoccupation with, and regard for personal rights and liberties.<sup>142</sup>

The purpose of higher education has been described "as the discovery of knowledge; the transfer of knowledge from one generation to the next; the development of trained manpower; and the education of the whole person."<sup>143</sup> Education has been an important factor in the professionalization of any occupation. Moore has commented that it has been unlikely that anyone without at least a bachelors degree would have been regarded as a professional.<sup>144</sup>

Consequently, higher education for the police developed more than technical skills. It had an important role in the growth of the whole person. Dan Girand has noted that "it is understanding that we require of police officers."<sup>145</sup> Higher education has provided an understanding of the value of equality, fairness, and justice for all that will have been a true sign of professionalism among the police.

### Psychological

A study conducted in the 1930's found that knowledge in 158 different areas was necessary for a police officer to have performed tasks competently.<sup>146</sup> In

1977, it was determined that a police officer had to master approximately 3,000 individual skills to proficiently perform job tasks.<sup>147</sup> While some of these skills were taught in police academies, the American Bar Association supported higher education for police, especially courses that offered "a broad knowledge of human behavior, social problems, and the democratic process."<sup>148</sup>

The nature of police work has frequently placed individual officers in difficult situations. The officer had to make rapid and complex discretionary judgements, sometimes affecting life and liberty. Herman Goldstein has pointed out that wide-ranging and often unclear statutory definitions of police authority and the law along with scarce resources have made it necessary to have invoked the use of discretion by the individual officer.<sup>149</sup>

In commenting on the significant role that the individual officer played in the exercise of discretion, Bruce Smith described the patrol officer as "a policy-forming police administrator in miniature, who operates beyond the scope of the usual devices for control."<sup>150</sup> Robert Jagiello placed the discretionary practices of the police officer on the same level as judges and prosecutors. He suggested that because they have made decisions similar to those professionals, "college should be encouraged and perhaps demanded."<sup>151</sup>

One of the criteria of the professions has been a high level of education. Niederhoffer noted that "college makes an individual more receptive to professionalism."<sup>152</sup> For the police, who have been seeking professional recognition, higher education offered several benefits. According to a study by Wayne F. Cascio a positive relationship was found between levels of formal education and performance by the police. As education levels of officers

increased, there was a higher chance of superior performance.<sup>153</sup> Although the correlations were low, Cascio also reported an association between officers with higher education levels and fewer injuries, fewer assault and battery injuries, and reduced physical force complaints.<sup>154</sup>

A 1972 study found that officers who had a minimum of one year of college had received high performance ratings and they had a below average number of complaints from the public. Officers with college degrees had even better performance ratings and they had a low rate of misconduct of all kinds.<sup>155</sup> Robert C. Trojanowicz and Thomas G. Nicholson noted that police officers who were college graduates appeared to have had an increased ability to have worked more effectively with other branches of the criminal justice system, and specifically with "social workers, judges, attorneys, etc."<sup>156</sup>

There is evidence that as higher education changed attitudes, the individual was more capable of understanding complex issues, and more tolerant when faced with uncertainty.<sup>157</sup> Learning to tolerate uncertainty was valuable for police officers because of the varied and sometimes unpredictable tasks of the police function. However, a 1976 study by Miller and Fry examined education levels and attitudes of professionalism and found no significant relationship.<sup>158</sup>

Daniel G. Bell commented that the academic setting of the university provided the environment for stimulating a persons curiosity "in the nature and understanding of principles and for developing the individual's motivation to search for improvements throughout their professional careers."<sup>159</sup> Gammage noted that a number of studies found that those who had received academic degrees have been more likely to have been promoted into supervisory and management positions.<sup>160</sup>

The Task Force Report: The Police specifically noted the need for officers educated in the liberal arts because of the varied functions of the police in dealing with society.<sup>161</sup> Perhaps one of the most compelling reasons for professionalizing the police officer through a liberal arts education was given by the International Association of Police Professors:

One can justify requiring art, music, literature, on the grounds that a policeman, in his work, sees so much of the seamy side of humanity that he should have some acquaintance with the sublime and noble products of the human spirit in order to keep his sanity, balance, and judgement. But these are not the real justifications; rather, we justify the requirements of liberal arts in law enforcement education on the grounds that they contribute in ways for which no substitute has been found, to the development of men as thinking, critical, creative beings with an awareness of their relations to the whole of mankind. We do this in the faith that this type of man is a better man - whatever occupation he pursues.<sup>162</sup>

President Johnson's Commission had emphasized the need for more professionalism by having raised the caliber of police personnel through higher education. Thus, "education would . . . become not the measure of a good policeman, but a means to make good ones better."<sup>163</sup> This was the essence of the professional identity referred to by the Task Force Report: The Police and recommended for law enforcement.

### Sociological

In 1967, President Johnson's Commission on Law Enforcement and Administration of Justice recommended increased educational standards for the police. They suggested that higher education would have improved the quality of police personnel and, consequently, would have better prepared them to have dealt with the demands and complexities of the police task.<sup>164</sup>

The President's Commission acknowledged law enforcement's need for modern equipment, better management and personnel practices, and innovative hiring and training standards. However, it was the quality of personnel that received the focus of attention. The President's Commission noted:

The failure to establish high professional standards for the police service has been a costly one, both for the police and for society. . .The quality of police service will not significantly improve until higher educational requirements are established for its personnel.<sup>165</sup>

The use of education as a means to have professionalized law enforcement was not unexpected. Higher education has frequently been viewed as the answer to society's major problems.<sup>166</sup> In 1931, the Wickersham Commission had noted that "the greatest promise for the future in policing is the college or university" for having dealt with the problem of crime and the social conditions of the time.<sup>167</sup>

As the general level of education has increased in the United States, the educational requirements for police have not kept pace with society. Saunders remarked that "the most compelling argument for higher educational standards for police is the steadily rising educational level of the general public."<sup>168</sup>

Howard R. Bowen has predicted that by the year 2025, one-half to two-thirds of the population will have attended college and perhaps 10 percent will have some graduate study.<sup>169</sup> This forecast has had implications beyond the mere issue of "keeping up". The caliber of criminal that the police will have to contend with in the future will be more educated and sophisticated. The prevention and detection of crime and the apprehension of those responsible will become more difficult. Police will not master the complexities of modern law enforcement

without the benefit of higher education, and failure to have called for increased educational standards would have been a "cruel hoax."<sup>170</sup>

The law enforcement function has been one of public service. While police often matched wits with the criminal element, a more pragmatic view, however, found the police engaged in matters that have involved legal issues, social problems, and other activities of a non-criminal nature. A study of the Syracuse, New York Police Department found that 90 percent of the calls for assistance were of a non-law enforcement nature.<sup>171</sup> A Chicago Police Department survey indicated that during a twenty-eight day sample period, 83 percent of the requests were for non-criminal activities.<sup>172</sup> Such studies have pointed out the value of having educated the police in academic curricula that has stressed personal and interpersonal relationships. It was for that reason that the Task Force Report: The Police, stated that there "cannot be a substitute for a liberal arts education."<sup>173</sup>

A liberal arts education had qualities which furnished the police with an understanding of their responsibilities and duties. The liberal arts emphasized the need to be concerned not only with the suppression of crime, but also of the role of the police in the solution of society's problems. One of the precepts of professionalism was the concept "that the practice of professional skills is embodied within the principles of social duty."<sup>174</sup> Consequently, President Johnson's Commission recommended education as the means to have enhanced, not only the technical skills of the police, but also police attitudes of professionalism.

The Task Force Report: The Police, focused on the need for police competency without having sacrificed fairness and regard for democratic

principles. Higher education was seen as having offered the hope for the achievement of these goals. Studies have indicated persons with higher education were "less prejudice towards minority groups" than those without the benefit of college or university training.<sup>175</sup> Carl F. Lutz has noted that the higher the educational achievement of the police, the greater the likelihood the police will have had "the social and other skills necessary to communicate effectively with persons of various cultural, economic, and ethnic backgrounds."<sup>176</sup>

Stinchcomb has stated that "professionalism is only obtained through reflecting certain positive attitudes and behavioral patterns."<sup>177</sup> It has been believed that higher education will have provided the police with the means to have earned the approval of their functions and role in American society. The police of England have had a maxim which has stated that "the ability of the police to perform their duties is dependent upon public approval of police existence, actions, behavior, and the ability of the police to secure and maintain public respect."<sup>178</sup>

John Dewey described education with the syllogism "that education is all one with life, that life is growth, and therefore that education is growth."<sup>179</sup> Education offered law enforcement the opportunity to grow in the ideology of professionalism. Professionalism for police was an ideology that stressed justice and concern for democratic principles, and that reminded the police that they too were part of society, not separate from it. This understanding was vital because it was society's recognition of professionalism in the police that determined the professional status of law enforcement.

### Summary

Since the 1900's, two factors emerged as having influenced the development of the American police. Those factors were professionalism and higher education. The interrelationship of the two was evident since improvement in the quality of the police has been advocated.

Professionalism for the police in the early decades of the twentieth century was interpreted as skillful applications of equipment and technology. It was a professionalism based on mechanical and impersonal proficiency. The reformers saw this form of professionalism as having enhanced the competency and organization of the police, which was expected to have resulted in the effective control of crime.

The police embraced professionalism because they saw it as a means for shaking the shackles of political manipulation by corrupt politicians. Police also supported the concept because of the potential for having achieved professional status. With this status was the expectation of the perquisites associated with professional recognition.

This concept of professionalism remained until 1967, when President Johnson's Commission on Law Enforcement and Administration of Justice studied the role of the police in American society. The Commission supported professionalism based on technological efficiency, but it also advocated a professionalism that considered the human factors of policing. Law enforcement was no longer viewed as a simple task left to the uneducated. It was regarded as a complex function that required a multitude of skills and knowledge.



The Commission called for a change in the quality of policing. This change emphasized attitudes of professionalism such as fairness, equality, and an understanding of human nature in policing a democratic society. This change was essential if effective law enforcement and justice were to have been achieved.

Professionalism for the police was to be achieved through higher education. Historically, academic training was associated with the professions, and it has been an integral factor in the development of professionalism for any occupation. The belief was that exposure to higher education would develop attitudes of professionalism. It was assumed that professional attitudes would have resulted in professional behavior by the police.

Some studies found that higher education for the police has been associated with less prejudice toward minorities, better performance ratings, and fewer civilian complaints about police actions. However, the issue regarding the relationship between education and attitudes of professionalism was not fully determined beyond the 1976 study by Miller and Fry, which found no significant effect between education and professional attitudes. It was this void that the researcher attempted to address.

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## CHAPTER 3

### Findings, Conclusions and Recommendations

#### Introduction

##### Purpose of the Project

The professionalization of the police was a goal of police reformers for nearly one hundred years. At the beginning of the twentieth century police officers were considered incompetent and corrupt. The reformers supported the ideology of professionalism as the means for having improved law enforcement capabilities and individual performance.

Police reformers believed that professionalism provided the police with certain attitudinal attributes similar to those found in the recognized professions. The assumption was that attitudes of professionalism resulted in professional behavior.

The reformers of the police defined professional behavior as performance which effectively controlled crime while it upheld the democratic principles of a free society. The police supported the concept because they saw the rewards of professionalism as increased status, higher salaries, and improved working conditions.

Reformers believed that attitudes of professionalism developed through higher education. Academic training was suggested for many decades, however; it was not until President Lyndon Johnson's Commission on Law Enforcement and Administration of Justice that rhetoric matched government action in the form of financial support. Federal legislation provided the police and those who prepared



for law enforcement careers with educational grants and loans. In Wisconsin, as elsewhere, thousands of individuals attended colleges and universities and many earned academic degrees.

The purpose of this thesis was to determine if there was a significant statistical relationship between higher education and attitudes of professionalism among law enforcement officers. If a significant relationship was found it would support the implementation of legislation and/or administrative policies that would have required college or university training as a criteria for the recruitment and selection of police officers in Wisconsin. Additionally, the researcher examined the factors of age and rank of police officers to find out if there was a significant relationship between age or rank and attitudes of professionalism.

#### Research Methodology

The researcher selected fourteen municipal police agencies which provided a population of 591 full-time law enforcement officers. The researcher used a random sampling procedure to select 119 officers which represented 20 percent of the study population. The researcher selected police agencies staffed with college or university educated officers rather than using all police agencies. This insured an adequate population with higher education backgrounds.

The researcher designed a questionnaire which elicited demographic information related to sex, marital status, approximate age, education level, rank, and approximate size of the respondent's agency. Hall's Professionalism Scale, as modified by Snizek, was used to measure attitudes of professionalism.<sup>1</sup>

The researcher used a direct mail questionnaire. One hundred and fifteen of the 119 respondents returned their completed questionnaires, which represented a 96.6 percent response. Four questionnaires contained incomplete information which left 111 valid cases.

### Description of Findings

#### Evaluation Instrument Used

The researcher used Hall's Professionalism Scale, as modified by Snizek, to measure attitudes of professionalism among the respondents. Although this scale has been used to measure attitudes of professionalism in other occupations, tests for validity and reliability were not reported.

#### Statistical Manipulation of Raw Data

The CROSSTABS program analyzed the data and Chi-square tests determined systematic relationships of statistical significance between attitudes of professionalism and the independent variables of education levels, age, and rank. The data analysis used the Statistical Analysis System.

One of the limitations of the study was the use of the Chi-square test. The Chi-square test measured statistical significance between variables. Nevertheless, it may not have identified small differences between variables, which may have affected the interpretation of the data.

The level of data did not allow the use of more powerful statistical tests, such as ANOVA or regression. Higher order measurement, which would allow for more powerful tests, might reveal a relationship between education attainment and attitudes of professionalism.

### Findings for Evaluation Objective #1

The results of the Chi-square test indicated that there was no significant difference among educational attainment levels regarding attitudes toward professionalism. The Chi-square was found to be 11.374. Statistical significance at the .05 level required an error level of 15.51 or greater.

### Findings for Evaluation Objective #2

The findings of this study, which indicated a lack of a significant relationship between educational attainment levels and professional attitudes, paralleled the conclusions of the 1976 study by Miller and Fry.<sup>2</sup> Their study also examined police agencies of less than one hundred personnel and reported similar results.

## Analysis of Findings/Conclusions

### Evaluation Objective #1

By February, 1986, the researcher found out if there was a statistical relationship, significant at the .05 level, between education levels and attitudes of professionalism among Wisconsin law enforcement officers as demonstrated by a survey questionnaire adapted to measure attitudes and education levels.

Conclusion. Historically, reformers and scholars of the police advocated higher education as the means for professionalizing law enforcement. However, the researcher was unable to discover a statistically significant relationship between educational attainment and attitudes of professionalism.

### Evaluation Objective #2

By February, 1986, the findings of this study were compared to the 1976 study of Miller and Fry which measured the effect of education on attitudes of professionalism to find out the degree of difference between Wisconsin law enforcement officers and Miller and Fry's research subjects.<sup>3</sup>

Conclusion. The lack of statistical significance found in this study was consistent with the 1976 study by Miller and Fry. Their research examined the relationship between education levels and attitudes of professionalism among 136 police officers in three law enforcement agencies. Miller and Fry's study which used Hall's Professionalism Scale as modified by Snizek, and revised by Miller and Fry, found no significant relationship between education and professional attitudes.<sup>4</sup> Based upon the findings of Miller and Fry, and the results of this study, the researcher questioned the value of higher education in the development of attitudes of professionalism among the police.

### Summary/Recommendations

#### Procedural Recommendations

The researcher made no procedural recommendations based on the results of this study. The results of this study were that there were no significant differences among the various education attainment levels among the police and their attitudes toward professionalism. Conversely, the researcher discovered no evidence that higher educational attainment served to diminish attitudes of professionalism. Therefore, the researcher believes that it would be premature to discourage continuing professional education of police officers.

An assessment of Hall's Professionalism Scale to determine its reliability and validity should be made. Tests to judge its applicability in measuring

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### Policy Recommendations

The Wisconsin Legislature statutorily created the Law Enforcement Standards Board because the Legislature believed

that the administration of criminal justice is of statewide concern, and that law enforcement work is of vital importance to the health, safety and welfare of the people of this state and is of such a nature as to require training, education and the establishment of standards of a proper professional character.<sup>5</sup>

The Legislature urged the Law Enforcement Standards Board to consult with universities and colleges in the development of academic programs "designed to provide a better understanding of ever-increasing complex problems in law enforcement."<sup>6</sup> The statutes also empower the Board to "make recommendations concerning any matter within its purview."<sup>7</sup>

The researcher offered the findings of this study to the Law Enforcement Standards Board as one basis for establishing a policy dedicated to the development of a professional model appropriate to the law enforcement occupation. Such a policy would address the concerns of the Legislature as well as assist the police in defining the attributes of what constitutes professional police performance.

### Future Research Recommendations

These study findings may not be representative of all law enforcement agencies and cannot be construed as such. Future research in this area should involve a larger sample of municipal police agencies, sheriff's departments, state and federal enforcement agencies that have been randomly selected. This would

The group with the highest scores for attitudes of professionalism was the patrol/corporal ranks with 68.4 percent in the highest category. Sergeants and detectives were the next highest group at 21.1 percent. The command ranks of lieutenant, captain, and inspector scored the lowest with 10.5 percent in this category.

This finding supported Price's observation that the higher the rank the less likely the officer will profess a "professional commitment."<sup>9</sup> Even though no statistical significance was found between rank and professional attitudes it was noteworthy that the patrol/corporal ranks scored the highest among the ranks measured. These were the ranks that had the most frequent and meaningful contacts with the public. This cohort was also the level that made the majority of the decisions regarding life and liberty.

A caveat is called for regarding the results of this study. It is important to limit the interpretation of these findings only to the variables examined and not to the level of professionalism of the participating police agencies or their officers.

## Notes

<sup>1</sup> Richard H. Hall, "Professionalization and Bureaucratization," American Sociological Review 33, no. 1 (1968): 93.

<sup>2</sup> Jon Miller and Lincoln J. Fry, "Some Evidence on the Impact of Higher Education for Law Enforcement Personnel," The Police Chief, August 1978, p. 30.

<sup>3</sup> Miller and Fry, pp. 30-33, passim.

<sup>4</sup> Miller and Fry, pp. 30-33, passim.

<sup>5</sup> Wisconsin Statutes, Law Enforcement Standards Board, Sec. 165.85 (1983-1985).

<sup>6</sup> Wisconsin Statutes, Law Enforcement Standards Board, Sec. 165.85 (1983-1985).

<sup>7</sup> Wisconsin Statutes, Law Enforcement Standards Board, Sec. 165.85 (1983-1985).

<sup>8</sup> Lee W. Potts, Responsible Police Administration (University of Alabama: University of Alabama Press, 1983), p. 147.

<sup>9</sup> Barbara Raffel Price, Police Professionalism (Lexington: Heath, 1977), p. 93.

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## Appendices

Appendix A  
Scores by Education Levels

1985 Killian Police Attitude Study

Score by Age, Education, and Rank

		Education Recoded (V41) - (Y Axis)			
BY					
		SCORE (v39 - (X Axis)			
		75-79	80-84	85-98	
Number		I	I	I	I
Row %		I	I	I	I
Column %		I	I	I	I
Total %		1	2	3	Row Totals
		-----			
M.S., M.A.	1	4	0	0	4
		100.0	0.0	0.0	3.6
		6.1	0.0	0.0	
		3.6	0.0	0.0	
		-----			
Some Grad. Work	2	3	6	2	11
		27.3	54.5	18.2	9.9
		4.5	23.1	10.5	
		2.7	5.4	1.8	
		-----			
B.S., B.A.	3	13	3	4	20
		65.0	15.0	20.0	18.0
		19.7	11.5	21.1	
		11.7	2.7	3.6	
		-----			
Some College	4	23	6	5	34
		67.6	17.6	14.7	30.6
		34.8	23.1	26.3	
		20.7	5.4	4.5	
		-----			
HS, Trade, Tech.	5	23	11	8	42
		54.8	26.2	19.0	37.8
		34.8	42.3	42.1	
		20.7	9.9	7.2	
		-----			
Column		66	26	19	111
Totals		59.5	23.4	17.1	100.0

Chi square	= 11.374	Valid cases	= 111
Degrees of freedom	= 8	Missing cases	= 1
Probability of chance	= 0.181	Response rate	= 99.1 %
Cramer's V	= .226	Somer's D	= .031 (X Indep)
Contingency coeff.	= .305	Somer's D	= .037 (Y Indep)
Tau-A	= .016	Somer's D	= .034 (Symm)
Tau-C	= .024	Gamma	= .039
Entropy	= 3.295	Lambda	= 0
Distribution Index	= .844		

Appendix B  
Scores by Age

1985 Killian Police Attitude Study

Score by Age, Education, and Rank

		RECODED AGE (V40) - (Y Axis)			
BY					
		SCORE (v39) - (X Axis)			
	Number	I 75-79	I 80-84	I 85-98	I
	Row %	I	I	I	I
	Column %	I	I	I	I Row
	Total %	I 1	I 2	I 3	I Totals
-----					
20-29	1	I 18	I 8	I 3	I
		I 62.1	I 27.6	I 10.3	I 29
		I 27.3	I 30.8	I 15.8	I 26.1
		I 16.2	I 7.2	I 2.7	I
-----					
30-39	2	I 25	I 8	I 5	I
		I 65.8	I 21.1	I 13.2	I 38
		I 37.9	I 30.8	I 26.3	I 34.2
		I 22.5	I 7.2	I 4.5	I
-----					
40-49	3	I 18	I 7	I 7	I
		I 56.3	I 21.9	I 21.9	I 32
		I 27.3	I 26.9	I 36.8	I 28.8
		I 16.2	I 6.3	I 6.3	I
-----					
50/+	4	I 5	I 3	I 4	I
		I 41.7	I 25.0	I 33.3	I 12
		I 7.6	I 11.5	I 21.1	I 10.8
		I 4.5	I 2.7	I 3.6	I
-----					
Column		I 66	I 26	I 19	I 111
Totals		I 59.5	I 23.4	I 17.1	I 100.0

Chi square	= 4.727	Valid cases	= 111
Degrees of freedom	= 6	Missing cases	= 1
Probability of chance	= 0.579	Response rate	= 99.1 %
Cramer's V	= .146	Somer's D	= .101 (X Indep)
Contingency coeff.	= .202	Somer's D	= .142 (Y Indep)
Tau-A	= .079	Somer's D	= .118 (Symm)
Tau-C	= .118	Gamma	= .192
Entropy	= 3.243	Lambda	= .027
Distribution Index	= .905		



Appendix C  
Scores by Rank

1985 Killian Police Attitude Study

Score by Age, Education, and Rank

BY		Rank Recoded (V42) - (Y Axis)			
		SCORE (v39 - (X Axis)			
		I 75-79	I 80-84	I 85-98	I
		I	I	I	I
		I	I	I	I Row
		I 1	I 2	I 3	I Totals
-----I-----I-----I-----I-----					
		I 40	I 14	I 13	I
		I 59.7	I 20.9	I 19.4	I 67
Patrol/Corporal	1	I 60.6	I 53.8	I 68.4	I 60.4
		I 36.0	I 12.6	I 11.7	I
-----I-----I-----I-----I-----					
		I 17	I 6	I 4	I
		I 63.0	I 22.2	I 14.8	I 27
Detect./Srgnt.	2	I 25.8	I 23.1	I 21.1	I 24.3
		I 15.3	I 5.4	I 3.6	I
-----I-----I-----I-----I-----					
		I 9	I 6	I 2	I
		I 52.9	I 35.3	I 11.8	I 17
Lieut, Cap, Insp.	3	I 13.6	I 23.1	I 10.5	I 15.3
		I 8.1	I 5.4	I 1.8	I
-----I-----I-----I-----I-----					
		I 66	I 26	I 19	I 111
		I 59.5	I 23.4	I 17.1	I 100.0

Chi square	= 1.973	Valid cases	= 111
Degrees of freedom	= 4	Missing cases	= 1
Probability of chance	= 0.741	Response rate	= 99.1 %
Cramer's V	= .094	Somer's D	= -.006 (X Indep)
Contingency coeff.	= .132	Somer's D	= -.006 (Y Indep)
Tau-A	= -.003	Somer's D	= -.006 (Symm)
Tau-B	= -.006	Cohen's Kappa	= -.017
Tau-C	= -.005	Gamma	= -.01
Entropy	= 2.71	Lambda	= 0
Distribution Index	= .855		

Appendix D  
Survey Questionnaire

Dear Wisconsin Law Enforcement Officer,

As part of the requirements for a Master of Science Degree in Management I have chosen to study the effectiveness of specific kinds of training methodologies used in law enforcement curriculums. For this reason, I am contacting individuals who are knowledgeable about the police service. Your responses to the questions on the attached pages will take no more than ten minutes to complete and will make a significant contribution to the accuracy and success of this study.

Be assured that your responses will be treated in strict confidence and will be available only to myself. Any publication will be only of statistical data and its interpretation, and will not identify respondents or their departments.

Your assistance is greatly appreciated and will be of value in learning more about the most effective ways to teach law enforcement subjects.

After you have completed the questionnaire please place it in the enclosed manila envelope addressed to me, seal it, and return it to \_\_\_\_\_. It would facilitate the study if you would complete the questionnaire and return it within three (3) days after you receive it. Thank you for your participation.

Sincerely,

John Killian

1. Please check: 1\_\_Male 2\_\_Female
2. Please check: 1\_\_Single 2\_\_Married 3\_\_Separated/Divorced  
4\_\_Widow/Widower
3. What is your approximate age? (Please check)  
1\_\_18-19 2\_\_20-24 3\_\_25-29 4\_\_30-34 5\_\_35-39  
6\_\_40-44 7\_\_45-49 8\_\_50-54 9\_\_55-59 10\_\_60 or over
4. Please check highest level of education completed. (Check one)
- |   |  |
|---|--|
| 1__Ph.D.  | 7__Assc.Degree/Crim.Just.  |
| 2__M.S.,M.A./Crim.Just.                             | 8__Assc.Degree/_____<br>(specify)  |
| 3__M.S.,M.A./_____<br>(specify)                     | 9__If no college degree<br>received, indicate<br>status. (Fr. So. Jr. Sr.) |
| 4__Check for Graduate work, but<br>no degree earned | 10__High School Diploma  |
| 5__B.S.,B.A./Crim. Just.                            | 11__Trade/Tech Graduate  |
| 6__B.S.,B.A./_____<br>(specify)                     | 12__G.E.D.   |
5. Please check your present permanent rank: (Check only one)
- |                   |                                |
|-------------------|--------------------------------|
| 1__Patrol Officer | 5__Lieutenant                  |
| 2__Corporal       | 6__Captain                     |
| 3__Detective      | 7__Inspector                   |
| 4__Sergeant       | 8__Other<br>_____<br>(specify) |
6. Number of years as a full-time police officer:
- 1\_\_1-3 yrs. 2\_\_4-6 yrs. 3\_\_7-9 yrs. 4\_\_10-12 yrs.  
5\_\_13-15 yrs. 6\_\_16-18 yrs. 7\_\_19-21 yrs. 8\_\_22-24 yrs.  
9\_\_25-27 yrs. 10\_\_28-30 yrs. 11\_\_31 yrs. and over
7. Number of sworn police officers in your department:
- 1\_\_1-24 2\_\_25-49 3\_\_50-74 4\_\_75-99 5\_\_100-124  
6\_\_125-149 7\_\_150-174 8\_\_175-199 9\_\_200 and over

The following questions are an attempt to learn more about the type of training needed and the most appropriate format to present it. The occupation referred to in the questions is your own profession. Each item then, should be answered in light of the way you yourself both feel and behave as a member of your particular profession.

There are five possible responses to each item. If the item corresponds VERY WELL (VW) to your own attitudes and or behavior, circle that response. If it corresponds WELL (W), POORLY (P), or VERY POORLY (VP), mark the appropriate response. The middle category (?) is designed to indicate an essentially neutral opinion about the item. Please answer ALL items in one fashion or another, making sure that you have NO MORE THAN ONE RESPONSE FOR EACH ITEM.

- |     |   |    |   |   |   |    |
|-----|---|----|---|---|---|----|
| 1.  | I am satisfied with the class preparation of the instructors who provide training in law enforcement topics.                      | VW | W | ? | P | VP |
| 2.  | I systematically read the professional journals.  | VW | W | ? | P | VP |
| 3.  | Other professions are actually more vital to society than mine.   | VW | W | ? | P | VP |
| 4.  | I believe that before a police officer/instructor teaches a law enforcement topic he/she should meet specific teaching standards. | VW | W | ? | P | VP |
| 5.  | I make my own decisions in regard to what is to be done in my work.   | VW | W | ? | P | VP |
| 6.  | I regularly attend professional meetings at the local level.  | VW | W | ? | P | VP |
| 7.  | I believe that the law enforcement topics offered for training are relevant to my needs.  | VW | W | ? | P | VP |
| 8.  | I think that my profession, more than any other, is essential for society.  | VW | W | ? | P | VP |
| 9.  | My fellow professionals have a pretty good idea about each other's competence.  | VW | W | ? | P | VP |
| 10. | People in this profession have a real "calling" for their work.   | VW | W | ? | P | VP |
| 11. | The importance of my profession is sometimes over stressed.   | VW | W | ? | P | VP |
| 12. | I would like to see more specialized training in law enforcement subjects.  | VW | W | ? | P | VP |

- |     |   |    |   |   |   |    |
|-----|---|----|---|---|---|----|
| 13. | The dedication of people in this field is most gratifying.  | VW | W | ? | P | VP |
| 14. | I don't have much opportunity to exercise my own judgement.                                       | VW | W | ? | P | VP |
| 15. | I believe that the professional organization(s) should be supported.                              | VW | W | ? | P | VP |
| 16. | Some other occupations are actually more important to society than is mine.                       | VW | W | ? | P | VP |
| 17. | A problem in this profession is that no one really knows what his colleagues are doing.           | VW | W | ? | P | VP |
| 18. | It is encouraging to see the high level of idealism which is maintained by people in this field.  | VW | W | ? | P | VP |
| 19. | It would be beneficial to have colleges and universities more involved in police training topics. | VW | W | ? | P | VP |
| 20. | The professional organization doesn't really do too much for the average member.                  | VW | W | ? | P | VP |
| 21. | We really have no way of judging each other's competence.   | VW | W | ? | P | VP |
| 22. | Although I would like to, I really don't read the journals too often.                             | VW | W | ? | P | VP |
| 23. | Most people would stay in the profession even if their incomes were reduced.                      | VW | W | ? | P | VP |
| 24. | My own decisions are subject to review.   | VW | W | ? | P | VP |
| 25. | There is not much opportunity to judge how another person does his work.                          | VW | W | ? | P | VP |
| 26. | I am my own boss in almost every work-related situation.  | VW | W | ? | P | VP |
| 27. | If ever an occupation is indispensable, it is this one.   | VW | W | ? | P | VP |
| 28. | My colleagues pretty well know how well we all do in our work.                                    | VW | W | ? | P | VP |
| 29. | There are very few people who don't really believe in their work.                                 | VW | W | ? | P | VP |
| 30. | Most of my decisions are reviewed by other people.  | VW | W | ? | P | VP |