

A COMPARATIVE STUDY TO PRODUCE GUIDELINES  
FOR IMPLEMENTATION AND UPGRADING POLICE CADET  
PROGRAMS

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## ABSTRACT

### A COMPARATIVE STUDY TO PRODUCE GUIDELINES FOR IMPLEMENTATION AND UPGRADING POLICE CADET PROGRAMS

By

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Although the concept of police cadet programs was very slow in gaining acceptance in this country, in recent years a large number of such programs have been developed. Michigan reflects this trend with a number of police agencies now having operational programs and many others planning programs for the near future.

For many reasons the information available on existing cadet programs is not available to an administrator contemplating or starting a program. Each program is then planned and operated in almost total isolation from the others. The same mistakes are repeated and many good ideas and features are never shared.

This thesis is a comparative study of some of these existing programs in an attempt to gather and systematically present what information is available. Analysis of the data, based on community characteristics, was the second purpose of this research, in an attempt to develop models for various types of communities.

This research was limited to only those police agencies in Michigan with more than 15 full time police officers (based on the latest figures available), and those colleges or universities offering criminal justice or police administration degrees or programs. A research questionnaire was mailed to 118 police departments and 22 academic institutions on this basis.

Some of the findings of this study are as follows:

1. A review of the literature both books and periodicals reveals little if any information on police cadet programs. What information is available is several years old and recommends cadet programs only as recruiting devices.

2. The larger the community population and by extension the size of its police force; the smaller the ratio is of cadets to other police employees both sworn and civilians.

3. In the smaller communities of less than 50,000 population, cadets receive a salary approximately averaging one half that of a beginning patrolman. In communities of over 50,000 people this drops to about one third.

4. Most cadets in this state receive the same fringe benefits as other agency employees; must attend college while participating in a cadet program, and meet the same basic requirements other than age of patrolman

candidates. However, most cadets do not automatically progress to the rank of patrolman.

5. Cadets are used to perform almost any duty within a police agency that does not require the powers of arrest or highly skilled professional training. There is a wide variance and no pattern between communities in this respect. However, most cadet utilization is in clerical and records keeping functions.

6. Nearly 75 percent of the total police agencies indicated a need for more cadets within their organizations.

7. It is not possible from the data collected in this study to draw exact models for cadet programs based on community characteristics.

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By

Charles A. Krug, Jr.

A THESIS

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To Chuckie I dedicate this work.

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## CHAPTER I

### INTRODUCTION

#### The Problem and Its Importance

Until rather recently police cadet programs were relatively scarce in this country. Although utilized in England as a recruiting device, the first cadet program did not appear in the United States until 1952. That year the Milwaukee, Wisconsin police department started a limited program. This concept caught on very slowly.

However, in recent years, the law enforcement profession has experienced a rapid proliferation of police cadet programs. All of these programs have developed in relative isolation from the others. Because of this, they have developed along different patterns and with different supporting rationale. All of these programs have been initiated to meet the particular needs of the communities they serve, and the majority appear to have proven successful in that context. This means, of course, that there is a wealth of information available in regard to these programs.

The problem is that these data have not been systematically collected, catalogued, or analyzed. An administrator considering the implementation of a

police cadet program must for the most part rely on his own resources.

If this data on existing programs were compiled and available from a single source, an administrator starting a new program would have the benefit of other's experiences. This would afford some direction to the new program. It could offer suggestions of program methods and techniques that have worked in other jurisdictions and could feasibly be adapted to other communities. On the other hand, it could help avoid the mistakes that others have made.

#### Purpose of the Study

This treatise is a comparative study in an attempt to gather the information on existing police cadet programs. These data will then be organized in a logical manner, compared, and analyzed. The purpose of this study is to then aid those wishing to develop their own cadet programs or perhaps modify an existing one.

In addition, as a result of this comparison and analysis, it is anticipated that certain factors can be isolated relevant to particular types of cadet programs, activities, and the communities that they serve. If this proves true, then models will be developed to serve as even more explicit guides to those developing programs. They will be able to find the model which best reflects

their community characteristics, and then discover what the consensus of opinion is in regard to cadet programs for that type of community.

#### Definition of Terms

There is only one term in this study that may need explanation. That is the term utilized for those programs that form the basis of this study.

Police Cadet Program refers to those programs which utilize high school graduates in civilian, clerical or paraprofessional capacities within a police agency to fill that period of time between high school graduation and the individual's eligibility for appointment to a regular police position. This definition takes into account neither the reason for the program's existence or what the conditions of eligibility might be.

#### Hypotheses

It has often been stated that a community has the type and quality of law enforcement that it demands and, therefore, deserves. Cadet programs are indigenous to a particular community and, as such, reflect the nature of that community. The hypotheses to be tested in this thesis are based on that assumption of fact.

#### Hypothesis 1

The type of police cadet program a community has is determined by certain basic characteristics of that community.

## Hypothesis 2

With information about certain basic community characteristics a model cadet program can be suggested.

## Overview of the Study

The initial chapter of this thesis simply describes the problem selected for study and its importance. It also offers a definition of what is meant by a police cadet program. It further explains what this study hopes to prove.

The second chapter provides a review of the available literature concerning police cadet programs and a brief history of this concept's development.

Chapter III deals with the research methodology which was utilized for this study. The sample group, the methods and the rationale for limiting and selecting this group are explained. The research questionnaire used as the instrument for data collection and the methods of distribution is explained.

Chapter IV presents the complete analysis of the data and findings of the study expressed in both narrative and table form.

Chapter V offers possible conclusions to be drawn from this study. It also suggests possible extensions of this research and implications for further study.

## CHAPTER II

### REVIEW OF THE LITERATURE

A search of the traditional literature in the form of police oriented texts and both occupational and general periodicals reveals a severe scarcity of information on police cadet programs. A bibliography prepared by the Center for Law Enforcement Research Information of the International Association of Chiefs of Police in March of 1972 lists only 23 sources. The vast majority of these sources were published prior to 1970. As Osterburg, Trubitt and Myron indicated in their study of cadet programs, the literature concerning police cadet programs is meager; furthermore, the few comprehensive articles on the subject quickly become outdated.<sup>1</sup>

Due to this problem, a number of sources outside the normal course of library research were contacted. The information gained in this manner was also negligible. The simple fact is that the concept of police cadets is relatively new. In addition the number of experiences

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<sup>1</sup>James W. Osterburg, et al., "Cadet Programs: An Innovative Change?" The Journal of Criminal Law, Criminology and Police Science, LVIII (March, 1967), 112.

with cadets is limited and apparently has not yet become important enough to command the time of police authors or researchers.

#### Historical Data

According to Allen Z. Gammage, "The police cadet idea seems to have originated in England in 1935. It appeared first in Lincolnshire and has since been extended to many other departments, including the Metropolitan Police of London."<sup>2</sup> Perhaps at least part of the early development of this concept by the English can be accredited to their educational and military system. British youngsters experience a break in their educational in-classroom instruction at about sixteen years of age. This could be considered as comparable to an American youth's graduation from high school. In addition, all males who are physically and mentally fit must enter the military service at the age of eighteen and one half. The cadet program fills the gap between these two events in the young man's life and acts as a recruitment device for the police. During this period he is given training and work experience. After completing his military obligation, he is eligible for regular police appointment.

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<sup>2</sup>Allen Z. Gammage, Police Training in the United States (Springfield, Illinois: Charles C. Thomas, 1963), p. 262.



"The first American city to take up the cadet idea was Milwaukee in 1952. At that time, twelve outstanding young men were recruited from local high schools and appointed police aides."<sup>3</sup>

The police cadet concept seems to have taken root and grown very slowly. It is only within the last few years that any significant number of police agencies have attempted such a program. Perhaps at this point, it should be noted that the term cadet is not a universal one. When discussing this concept, however, the term is meant to encompass all those programs that fit the definition given earlier, regardless of official designation.

In a study conducted in 1967, ninety-eight large cities were selected in part to insure geographic distribution. Responses were received from ninety-two departments. Only thirty-two of those departments indicated that they had some form of cadet program. At the time about seventy percent of the programs were five years or less in age.<sup>4</sup>

Projecting these figures and considering any new programs, most cadet operations are, at the most, less than ten years of age. This, of course, presents a problem in measuring and judging their efficiency.

#### Types of Cadet Programs

The available literature identifies two basic types of programs. The first type is geared strictly

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<sup>3</sup>Ibid., p. 265.

<sup>4</sup>Osterburg, op. cit., p. 115.

to a basis of orientation and simple exposure to the police system. The primary objective of this system is recruitment. With this type of program the cadet is placed into a variety of positions to indoctrinate and train. He is transferred from one unit of the department to another, for the most part as an observer.

The second type of program could be referred to as a utility or actual work program. Here the primary objective is to secure an economical source of manpower, to replace civilians and, in many cases, patrolmen working in positions that do not require their services as a police officer. This system also has the recruiting of new officers in mind, but as a secondary goal.

Some recent programs have combined the two purer concepts; so that while the cadet remains in a position long enough to perform useful productive labor; he is rotated frequently enough to gain an insight into several, if not all, of the department's functions. The problems this presents in terms of changing personnel and training a replacement are not that great. For example, regular agency personnel should only train one cadet in their particular task. His replacement, upon his rotation would be trained by him and so on down the line. This system of rotation has the advantage of each cadet being able to perform a number of tasks. He is then much more

valuable as a source of manpower, and also has a better in-depth understanding of the police operation.

### Theory of Cadet Programs

The universal philosophy underlying police cadet programs is that of recruitment. It makes little difference in the final analysis if this is a primary, secondary, or even more remote objective. The notion is still imbedded to varying degrees in all cadet operations. Another objective usually not stated objectively, but often alluded to, is the grooming of command or supervisory employees through the cadet program and experiences.

However, some data indicate that as a recruitment or supervisory training tool, cadet programs do not accomplish very much. Granted that this information is five years old and should be considered in light of the limited experience from which it is drawn. However, it is not felt that the trend has or will change significantly.

The study indicates that during the study period a total of 2,265 cadets were hired by the agencies involved. From this, only 734 cadets became regular patrolmen. This was out of a total number of 12,230 patrolmen (including cadets) hired during the same period. Cadets then only accounted for about six percent of the

officers hired. This representation is even poorer when in fact 93 of the cadets appointed as patrolmen left the department. This number represents a much greater than average turnover even for young officers than normal.<sup>5</sup>

This same study indicated that only 184 of the cadets who became patrolmen were eligible for promotion to a supervisory position and that only 18 of those were actually promoted.<sup>6</sup>

Recent data on the Chicago Police Department's cadet program indicates that in the last eight years approximately 85 percent of all cadets successfully passed the Civil Service Examination for patrolman and became permanent members of the department.<sup>7</sup> Sufficient information is not available to determine if this is a new trend with cadet programs in general or simply based on the attributes of the Chicago operation. However, the Chicago program is typical of most existing programs.

#### Advantages of Cadet Programs

The first obvious advantage offered by a cadet program is that of economical manpower. They can be used to relieve patrolmen from non-enforcement duties and thus increase the actual patrol force much cheaper than

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<sup>5</sup>Osterburg, op. cit., p. 116.

<sup>6</sup>Ibid.

<sup>7</sup>Personal correspondence with Robert J. McCann.

increasing with an equal number of regular officers. This, of course, is easily measurable in terms of dollars and cents. Gourley also states that, "They (cadets) may also be used to replace civilian support workers, injecting vitality and enthusiasm into the department."<sup>8</sup> This would lend itself only to a subjective analysis for the most part and should be considered on that basis.

Another advantage is that both the police agency and the cadet have an opportunity to observe each other. While the cadet is working, he is, in effect, on a long term probationary period. His supervisors can observe and evaluate his performance in a number of situations and, over a period of time, determine his qualifications for regular police assignments. By the same token the cadet has a period of time to observe the police operation and decide if this is the proper career choice for him, while he is still young enough and free of commitments to enter another occupation.

A third stated advantage is the area of recruitment. Gammage in his discussion of cadet programs deals with this subject from a number of vantage points as do other authors. He states that police officers recruited

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<sup>8</sup>G. Douglas Gourley, et al., "Effective Police Organization and Management," a report presented to the Office of Law Enforcement Assistance of the United States Department of Justice, for the President's Commission on Law Enforcement and the Administration of Justice, Vol. IV, October, 1966, p. 464.

from cadet ranks are of better quality, require less training, are more efficient from the outset, and have a lower drop out and failure rate than regularly recruited officers.<sup>9</sup> Much of this cannot be empirically measured. What studies have been conducted, such as the one discussed earlier by Osterburg, are based on limited data. Because of this, about the most that can be said is that the current feeling among administrators is that what Gammage had to say is valid. The sheer numbers of new programs and the long range retention of others lends support to this observation.

A fourth advantage listed in the proposal for a cadet program for the city of Whittier, California, is that,

Good public relations are established with the electorate. The fact that the city and the police department are taking an interest in the abilities of the young men of the community by creating opportunities with a future in a respected career<sup>10</sup> is prima facie evidence of good public relations.

The role of cadets as a public relations tool will be discussed later. At this point, however, the reader should weigh the value of the Whittier statement in terms of his own reality. For example, the number of young men affected, the real importance of the program

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<sup>9</sup>Gammage, op. cit., pp. 272-273.

<sup>10</sup>Gerald L. Bagley, "A Police Cadet Program for the City of Whittier," Police, X (September-October, 1965), 64.

beyond them and their families, and the idea of a "respected career" should all be considered.

#### Disadvantages of Cadet Programs

One major disadvantage mentioned by several authors is that young men of cadet age are usually eligible for military service. However, under today's circumstances this is also true of men in their early twenties who would normally be hired as patrolmen. This consideration will have to be weighed on the basis of the value gained from the cadet's employment even if he is lost for a time to the military.

A second problem is the wearing of a uniform by cadets. The fear is that the public may expect a cadet to take some action that he lacks the authority to perform, because the citizen is unable to differentiate between a cadet and a regular officer. This would, of course, be a bad reflection on the department, and under some circumstances be dangerous for the cadet. A simple solution to eliminate most of this problem is to make the cadet uniforms, patches and badges as distinctive from that of the regular officers as possible. A second step is to avoid as much as possible exposing a cadet to situations where this confusion could occur--in driving a marked police vehicle, for example.

A third disadvantage is the fear that young men of cadet age are too young for responsibility. The Whittier study looked at the same problem in terms of ". . . Problems occur in the supervision of teenagers who generally do not take things of consequence seriously."<sup>11</sup> This argument has lost some validity since the age of majority in most areas of the country is now eighteen. We now consider a young person old enough at cadet age to shoulder the responsibility of voting and entering into legal contracts, and have always considered them old enough to fight and die in this nation's wars.

While a young cadet may have a more flippant attitude in some situations, proper close supervision can correct much of this when used in conjunction with adequate training and orientation. Also, cadets by the very nature of the job they have taken are for the most part very career minded and avoid damaging that career.

The final disadvantage is that because the cadet is exposed to only certain phases of police work, he will develop a slanted view of what a police officer's job really is and that this would impair his future usefulness. To say this, however, is to say that they would not develop poor ideas and, in fact, be better off working as a gas station attendant or truck driver for two or three years. This is a difficult position to support.

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<sup>11</sup>Ibid., p. 65.



Police Cadet Programs and  
Community Relations

Except for the previously quoted statement from the Whittier proposal, the literature on cadet programs is completely void of information about such an operation's effect on a department's community relations efforts.

The general feeling in police circles is that the image of police is poorest among the teenage group and among minorities, especially blacks. If we accept this as valid, a cadet program should have some effect on the age group mentioned simply because cadets are also of that age. This should be true in both a formal and an informal way. Formally, if cadets are utilized to make contacts at the high school level--career days, driver education class, etc.--they will probably be better able to relate to that age group. Language barriers would be broken, discussions freer, and the affects of the "generation gap" negated. In one cadet program utilizing cadets for security patrols at the city high schools, the cadets have developed a rapport with the young people using the facilities that have alluded most regular officers.

The informal phase comes into play as the cadets lead their normal off duty lives. Most young people are not exposed to police officers except in some official

capacity. The usual age differences, interests, and social circles prevent this. However, in the case of cadets, young people are exposed to a police employee in situations where they can see his "humaness" and make contacts not hindered by age differences.

These same concepts apply to the black community, of course, only if black cadets are used by the sponsoring agency. Not only would the use of black cadets have the impact previously discussed, but it should also have an effect on the black recruitment problem. Not only would some black cadets eventually become regular officers, but their very existence should encourage other blacks in a police career. Black youngsters will be able to see that they do not necessarily face discrimination within the police department and that blacks can achieve in this field.

All of the above discussion is, however, predicated on the assumption that the cadets are adequately trained to supply realistic and factual answers to the questions of their peers, and that the selection process is adequate to insure the appointment of cadets whose private lives will set a proper example.

#### Recommendations from the Literature

In his report prepared for the President's Commission on Law Enforcement and the Administration of

Justice, G. Douglas Gourley recommends that police departments discontinue or not adopt police cadet programs of the pure orientation type. It is felt that to pay cadet salaries over a period of up to three years is much too expensive as a recruitment device. The utility or actual work type of program should be used instead so that both recruitment and productive labor will be accomplished.<sup>12</sup> This would appear to be a valid recommendation especially in light of the questionable effectiveness of cadet programs in recruitment.

The President's Commission on Law Enforcement and the Administration of Justice stated, ". . . to derive greater benefits from a cadet or police intern program, participants should be required to attend an accredited college or university on a regular full time basis."<sup>13</sup> This recommendation is also found from several other authors and appears very logical and worthy if the role of the police in a modern society is to be fulfilled.

#### Cadet Concept Changes

From the data available, two trends seem to be developing which will have a significant impact on cadet

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<sup>12</sup>Gourley, op. cit., p. 478.

<sup>13</sup>The President's Commission on Law Enforcement and Criminal Justice, The Task Force Report: The Police (Washington, D.C.: Government Printing Office, 1967), p. 137.

programs in the future. The first is a trend towards community service officer programs. These programs follow the suggestions of the President's Commission and allow a lower entrance level into the formal police structure. Dayton, Ohio has discontinued their cadet operation and instituted three C.S.O. levels. Persons previously eligible for the position of cadet will now fit into one of these levels depending on age and education.<sup>14</sup> This appears to supply a broader base for recruitment into the department with a classification requiring qualifications both less and greater than traditional for cadets.

The second trend is the recruitment and appointment as regular police officers at the usual cadet age. The Philadelphia Police Department now recruits at age eighteen and makes regular appointments at nineteen.<sup>15</sup> They feel that this has been very successful and is superior to the cadet program in achieving long range goals of police service. The Houston Police Department allows application and appointment to the force at age nineteen as well.<sup>16</sup> This trend towards early appointment negates the advantages of cadet operations. It would

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<sup>14</sup>Personal correspondence with W. O. Weldy, June 20, 1972.

<sup>15</sup>Personal correspondence with Harry G. Fox, June 20, 1972.

<sup>16</sup>Personal correspondence with H. D. Caldwell, June 15, 1972.

also destroy some of the objections to cadets being too young to accept responsibility discussed earlier.

## CHAPTER III

### METHODOLOGY

#### The Sample Groups

To solicit the information for this study, a questionnaire consisting of 19 questions was mailed to a number of local police agencies and to all of the colleges or universities in the state of Michigan that offer a criminal justice or police administration curriculum. Two restrictions were placed on the sources of information utilized to keep the sample to a workable number.

First, the sample was restricted to the state of Michigan. This, of course, precluded a large number of good police cadet programs elsewhere in the nation. However, this limitation was needed for size, and to provide data that would be more useful to local police administrators. A nationwide study in addition to being much too large would include a number of factors very difficult to control and take into consideration for purposes of analysis. Such factors would include differences in economics, legal provisions and attitudes towards the police in general and cadet programs specifically. While it is true that some of these same variances exist within

this state, they are probably less divergent; and the restricted sample should minimize their effect on the total study findings.

A second restriction was that only those police agencies in the state with 15 or more full time sworn employees would be included in the study. The determination of which agencies would be included under this qualification was based on the data listed in the 1968 Law Enforcement Directory, published by the Michigan Commission on Crime, Delinquency and Criminal Administration.

This restriction resulted in two possible flaws in the data utilized in this study. First, more agencies may now have the minimum number of officers to be included in the study. However, this was not possible to determine because the 1968 directory was the latest available. Secondly, some agencies with less than the 15 required officers may have a police cadet program. However, it was felt that their number would be too small to have any significant effect on the overall study results.

As a result of these restrictions, a total of 118 police departments and 22 academic institutions, or a total of 140 agencies were mailed questionnaires. The questionnaire was accompanied by a letter of explanation

and a self addressed stamped envelope for return. A total of 106, or 75.71% of the questionnaires were answered and returned.

### The Research Instrument

The questionnaire itself was designed to gather very basic data about the respondent's community, agency, and police cadet program, if one existed. Most of the questions could be completed by simply placing a check mark in the space indicating the appropriate answer. Most others only required a brief response.

The first section "Community Characteristics" asked for the size of the community and the type according to the options available. These data were used for comparison to see if the size or type of community, and, by extension, what those factors might mean in relationship to police hazards, had any effect on the nature of a community's police cadet program. The two following questions comprised Section One.

#### SECTION ONE: COMMUNITY CHARACTERISTICS

1. Population      under 25,000 \_\_\_\_      50,000-100,000 \_\_\_\_  
                          25,000-50,000 \_\_\_\_      over 100,000 \_\_\_\_
2. Type              Industrial \_\_\_\_      Residential \_\_\_\_  
                          Industrial and Residential \_\_\_\_      Rural \_\_\_\_



Section Two dealt with "Police Agency Characteristics." These data were requested to determine any relationship between the agency jurisdiction and the existence of a cadet program, and for additional comparison relevant to the size and remuneration of cadet programs and their sponsoring agencies. This section had four questions as follows:

SECTION TWO: POLICE AGENCY CHARACTERISTICS

1. State\_\_ County\_\_ Township\_\_ City\_\_ Village\_\_ Other\_\_
2. Number of Sworn Personnel \_\_\_\_\_
3. Number of Civilian Employees (including cadets if any) \_\_\_\_\_
4. Patrolman payscale \$\_\_\_\_\_ to \$\_\_\_\_\_ per hour

Section Three requested "Police Cadet Information." This part of the questionnaire was by far the longest with 19 questions, several with multiple possible answers. Through these questions, information was gathered for relative size and remuneration comparisons with the agencies involved. This section also provided additional data for determining the relationship between the community and the nature of its cadet program and for comparison of the cadet programs themselves. Section Three of the questionnaires was as follows:

1. Do you have a Police Cadet Program at this time?  
yes\_\_ no\_\_
2. Do you anticipate a cadet Program in the future?  
yes\_\_ no\_\_
3. Have you had a Cadet Program in the past and discontinued it?  
yes\_\_ no\_\_
4. If you have discontinued a Cadet Program, please explain why

Lack of funds \_\_\_\_

Failure to reach objectives \_\_\_\_

Other, Please explain \_\_\_\_\_

If you currently have a cadet program, please answer the following questions.

5. Number of Cadets \_\_\_\_
6. Cadet Salary Range \$\_\_\_\_ to \$\_\_\_\_ per hour
7. Do your cadets receive regular agency fringe benefits?  
yes\_\_ no\_\_
8. Age limit for Cadets \_\_\_\_ to \_\_\_\_
9. Other than age, are your cadets expected to meet the same requirements as your patrolman?  
yes\_\_ no\_\_
10. Do your cadets automatically progress to patrolmen?  
yes\_\_ no\_\_
11. Hours per week your cadets work? \_\_\_\_
12. Are your Cadets required to attend college while participating in the program?  
yes\_\_ no\_\_
13. If college is required, how many hours per semester or term? \_\_\_\_ hours per \_\_\_\_
14. Cadet duties, please check those applicable.

|                   |      |                     |      |
|-------------------|------|---------------------|------|
| Clerical--Records | ____ | Parking Enforcement | ____ |
| Radio dispatch    | ____ | Minor Complaints    | ____ |
| Traffic control   | ____ | Lab or Photography  | ____ |
| Crowd Control     | ____ | Jail Assistance     | ____ |

SECTION THREE, cont.

|                       |       |                        |       |
|-----------------------|-------|------------------------|-------|
| Public Relations      | _____ | School Crossing Guards | _____ |
| Uniformed Sec.        | _____ | Civil Defense          | _____ |
| Other, Please Specify | _____ |                        |       |

15. Is your cadet training program classroom? \_\_\_\_\_  
or on the job? \_\_\_\_\_
16. If classroom training is utilized, please indicate  
the number of hours in each of the subjects listed  
below.

|  |       |                     |       |
|--|-------|---------------------|-------|
| Criminal Law                                       | _____ | Firearms            | _____ |
| Investigation                                      | _____ | Report Writing      | _____ |
| Patrol Procedures                                  | _____ | Community Relations | _____ |
| Physical Training                                  | _____ | First Aid           | _____ |
| Self-defense                                       | _____ | Traffic Control     | _____ |
| Vehicle Operation                                  | _____ |                     |       |
| Other, Please list topics and hours for each _____ |       |                     |       |

17. Could you use more cadets? yes \_\_\_ no \_\_\_
18. Do your Cadets serve more than one agency? yes \_\_\_ no \_\_\_
19. Please list any additional information you feel might be helpful to us in understanding your cadet program and your experience with it

## Procedures

The questionnaires and letters were all mailed at the same time. A period of approximately four weeks was allowed for the completed questionnaires to be returned.

All tabulations of results was done by hand methods for each item of information sought. These data were then translated into tables showing mathematical relationships. The only mechanical device utilized was a simple calculating machine.

Due to the fact that only one academic institution that responded had a cadet program, such programs will not be considered for this study. However, the one responding institution had such a unique approach that a description of that operation can be found in Appendix A.

Because of its limited application to other types of police agencies, the Michigan State Police Cadet Program was also excluded from this study.

## CHAPTER IV

### ANALYSIS OF DATA

Throughout this study, the data were analyzed on the basis of the size of the community that the responding agency serves. Academic institutions are considered as a separate entity because of the complexity of determining exactly what the "community" is for this type of agency, and what the corresponding population would be.

#### Community Size and Cadet Program Experience

Table 1 depicts the relationship between the size of the communities responding, and whether they have a police cadet program; are planning or anticipating one; or have had a program in the past and discontinued it. The percentages reflect a direct relationship between the size of the community and whether or not it has a police cadet program.

While over 100,000 population cities show the greatest number of existing programs, it is the next smallest group (50,000-100,000 population) that shows the greatest interest in such a program. Almost half the communities in this later group are planning

TABLE 1.--Community size and cadet program experience.

|                         | Number<br>Returned | Number with<br>Cadet<br>Program | Percent<br>with<br>Program | Number<br>Planning<br>Program | Percent<br>Planning<br>Program | Number<br>Discont.<br>Program | Percent<br>Discont.<br>Program |
|-------------------------|--------------------|---------------------------------|----------------------------|-------------------------------|--------------------------------|-------------------------------|--------------------------------|
| Under<br>25,000         | 37                 | 6                               | 16.21                      | 3                             | 8.10                           | 2                             | 5.70                           |
| 25,000-<br>50,000       | 25                 | 7                               | 28.00                      | 4                             | 16.00                          | 1                             | 4.00                           |
| 50,000-<br>100,000      | 13                 | 4                               | 30.76                      | 6                             | 46.15                          | 2                             | 15.38                          |
| Over<br>100,000         | 21                 | 8                               | 38.09                      | 6                             | 28.57                          | 2                             | 9.52                           |
| Colleges<br>or<br>univ. | 10                 | 1                               | 1.00                       | 3                             | 3.00                           | -                             | -                              |
| Totals                  | 106                | 26                              | 24.52                      | 22                            | 20.75                          | 7                             | 6.60                           |

a cadet program in the future. When combined with those in that category who now have a program, it reflects an interest of one sort or another by 75.3% of these communities.

It should also be noted it is this group that has had the most experience with discontinuing police cadet programs in the past on a percentage basis. An analysis of the seven discontinued programs shows that five (5) were discontinued by lack of funds, one (1) because the program failed to reach its objective, and one (1) program evolved into a different concept (that of limited duty police officers). The program that listed a failure to reach objectives as a reason stated that the program itself was initially a success. However, it was started as a recruitment device, and this agency found too few vacancies to absorb its cadets. The cadets were then forced to seek employment with other agencies. Table 2 breaks the data down by community size.

TABLE 2.--Discontinued programs.

|                                   | under<br>25,000 | 25,000-<br>50,000 | 50,000-<br>100,000 | over<br>100,000 |
|-----------------------------------|-----------------|-------------------|--------------------|-----------------|
| Lack of funds                     | 2               |                   | 1                  | 2               |
| Failure to<br>reach<br>objectives |                 | 1                 |                    |                 |
| Other                             |                 |                   | 1                  |                 |

It would appear that lack of funds for such programs is a major factor no matter what the size of the police agency involved.

It should be noted that three of these communities who have discontinued programs also plan another program in the future apparently as soon as funds are available. It was lack of funds that forced all these programs to cease operation.

#### Community Type and Cadet Experience

It should be noted initially that none of the responding communities considered themselves fitting the "industrial" category. This is no doubt due to the lack of explanation of what the terms were to mean and failure to indicate that the predominant characteristic of the community would place it in any one particular classification. This was further complicated by the inclusion of the "industrial and residential" category which was much too broad and no doubt served as a catch all for residential communities with industry and industrial communities all of whom have residents.

Because of these factors, "type of community" data are basically invalid, as would be any comparison or analysis. Whatever benefit this section may have been to the conclusion of this study is, therefore, lost.



Comparison of Size of Cadet Programs  
in Relationship to Number of  
Sworn or Civilian Personnel

Table 3 shows the relationship between the number of police cadets employed by an agency and the number of sworn and civilian employees of agencies serving the under 25,000 population communities. Cadets comprised from a high of 15.38% of an agency's total personnel in a department employing a total of 26, to a low of 2.38% in an agency with 42 employees. The average for the six agencies in this category is 6.14%.

TABLE 3.--Number of cadets compared with number of sworn and civilian personnel (under 25,000).

|                              | City |       |       |         |        |         |         |
|------------------------------|------|-------|-------|---------|--------|---------|---------|
|                              | 1    | 2     | 3     | 4       | 5      | 6       | 7       |
| # sworn                      | 38   | 28    | 20    | 51      | 39     | 87      | 263     |
| # civilian                   | 3    | 3     | 2     | 9       | 6      | 4       | 27      |
| # cadets                     | 1    | 2     | 4     | 4       | 4      | 4       | 19      |
| % cadets                     | 2.38 | 6.06  | 15.38 | 6.25    | 8.16   | 4.21    | 6.14    |
| Ratio<br>cadets/<br>sworn    | 1/38 | 1/14  | 1/5   | 1/12.75 | 1/9.75 | 1/21.75 | 1/13.84 |
| Ratio<br>cadets/<br>civilian | 1/3  | 1/1.5 | 1/.5  | 1/2.25  | 1/1.5  | 1/1     | 1/1.42  |

In Table 4 the same data are considered for communities of from 25,000 to 50,000 population. In this group the lowest percentage of cadets to total agency employees is 1.45%. This department has a total of 137 employees. The high in this population group is an agency of 73 persons, 8.21% of whom are police cadets. An average of 4.30% of the police department employees in this group were police cadets.

Of the agencies in Table 5 those with community populations of from 50,000 to 100,000 the lowest percentage of cadet employees is 1.56% in an agency of 192. The highest is 6.89% of a total of 87 employees.

Table 6 figures reflect information from those agencies in communities of over 100,000 people. An agency having a total of 151 personnel showed the lowest percentage of police cadets--1.98%. The high percentage of 14.92% is found in a department of 67 persons.

The average figures for the groups indicate that the lowest population groups utilize the greatest number of cadets in proportion to other employees. The next largest category shows a percentage approximately  $1/3$  lower. The population categories of 50,000 to 100,000 and over 1000,000 are almost exactly the same in the proportion of police cadets to other total employees. However, this figure is about  $1/2$  that of the 25,000 to

TABLE 4.--Number of cadets compared with number of sworn and civilian personnel  
(25,000-50,000).

|                              | City   |         |         |         |         |         |        | Total   |
|------------------------------|--------|---------|---------|---------|---------|---------|--------|---------|
|                              | 1      | 2       | 3       | 4       | 5       | 6       | 7      |         |
| # Sworn                      | 60     | 41      | 55      | 78      | 93      | 56      | 110    | 493     |
| # Civilian                   | 7      | 7       | 6       | 12      | 22      | 6       | 25     | 85      |
| # Cadets                     | 6      | 3       | 2       | 4       | 6       | 3       | 2      | 26      |
| % Cadets                     | 8.21   | 5.88    | 3.17    | 4.25    | 4.95    | 4.61    | 1.45   | 4.30    |
| Ratio<br>cadets/<br>sworn    | 1/10   | 1/13.66 | 1/27.50 | 1/19.50 | 1/15.50 | 1/18.66 | 1/105  | 1/18.96 |
| Ratio<br>cadets/<br>civilian | 1/1.16 | 1/2.33  | 1/3     | 1/3     | 1/3.66  | 1/2     | 1/12.5 | 1/3.26  |

TABLE 5.--Number of cadets compared with number of sworn and civilian personnel (50,000-100,000).

|                              | City |        |         |         | Total   |
|------------------------------|------|--------|---------|---------|---------|
|                              | 1    | 2      | 3       | 4       |         |
| # sworn                      | 45   | 148    | 62      | 175     | 430     |
| # civilian                   | 10   | 29     | 19      | 14      | 72      |
| # cadets                     | 1    | 5      | 6       | 3       | 15      |
| % cadets                     | 1.78 | 2.74   | 6.89    | 1.56    | 2.90    |
| Ratio<br>cadets/<br>sworn    | 1/45 | 1/29.6 | 1/10.33 | 1/58.33 | 1/28.66 |
| Ratio<br>cadets/<br>civilian | 1/10 | 1/5.80 | 1/3.16  | 1/4.66  | 1/4.8   |

TABLE 6.--Number of cadets compared with number of sworn and civilian personnel  
(over 100,000).

|                              | City    |         |         |         |         |       |        |       | Total   |
|------------------------------|---------|---------|---------|---------|---------|-------|--------|-------|---------|
|                              | 1       | 2       | 3       | 4       | 5       | 6     | 7      | 8     |         |
| # sworn                      | 5,450   | 128     | 63      | 40      | 241     | 368   | 105    | 50    | 6,445   |
| # civilian                   | 566     | 20      | 1       | 2       | 53      | 140   | 18     | 7     | 807     |
| # cadets                     | 125     | 3       | 2       | 3       | 21      | 40    | 5      | 10    | 209     |
| % cadets                     | 2.03    | 1.98    | 3.00    | 6.66    | 6.66    | 7.29  | 3.90   | 14.92 | 2.80    |
| ratio<br>cadets/<br>sworn    | 1/43.60 | 1/42.66 | 1/31.50 | 1/13.33 | 1/11.47 | 1/9.2 | 1/21.0 | 1/5   | 1/30.83 |
| ratio<br>cadets/<br>civilian | 1/4.52  | 1/6.66  | 1/5     | 1/.66   | 1/2.52  | 1/3.5 | 1/3.60 | 1/.7  | 1/3.86  |

50,000 group and approximately only 1/3 that of the under 25,000 classification.

This type of relationship may be explained by the fact that no matter what the size of the community or the strength of its police agency, there are in proportion only so many tasks that can be, or traditionally have been, performed by police cadet employees. These tasks then as a relatively constant factor reflect an inverse proportional relationship as the size of the total agency increases.

The ratio of police cadets to sworn personnel shows great variation from agency to agency within the population groupings. Between the various population groups the number of sworn officers for each cadet increases proportionately as the size of the community increases (utilizing average figures). This would be in line with the percentage figures discussed earlier. There is no dramatic change or variation.

The ratio of police cadets to civilian employees does not follow a similar linear relationship. In the under 25,000 population class there are 1.42 civilian employees for every cadet. This increases to 3.26 in the 25,000 to 50,000 group. An additional increase to 4.80 civilian for every cadet employee is shown in the 50,000 to 100,000 category. However, in the over 100,000 population class police agencies, this proportion falls

back to 3.86; slightly higher than the 25,000 to 50,000 group, but significantly lower than the 50,000 to 100,000 category.

#### Salary Scale Comparisons

Table 7 depicts the salary range (minimum over maximum) for police cadets according to community population groups. Table 8 is constructed in the same manner to reflect the salary for patrolmen in the same population groups. If the reader wishes to compare individual cases or cities, the information for cadets or patrolmen of the same jurisdiction occupy respective positions on the charts.

An analysis of police cadet wages shows a wide range within the population groups. When the figures are averaged, however, the range is narrowed considerably between the groups which then all show hourly rates between \$2.40 and \$3.00. Because the range between salaries was so slight on the average, and in many cases the minimum and the maximum were the same, the average minimum salary for each population group was utilized for comparison purposes.

Much the same conditions were encountered with the patrolman's salary spread. For this reason, again the average minimum wage was used for comparison.

TABLE 7.--Cadet salary scale (hourly) min/max.

| City<br>popu-<br>lation | City |      |      |      |            |      |      |      | Average |
|-------------------------|------|------|------|------|------------|------|------|------|---------|
|                         | 1    | 2    | 3    | 4    | 5          | 6    | 7    | 8    |         |
| Under<br>25,000         | 3.02 | 2.60 | 2.50 | 1.50 | NO<br>DATA |      |      |      | 2.40    |
|                         | 3.36 | 3.11 | 2.50 | 1.50 |            |      |      |      | 2.62    |
| 25,000-<br>50,000       | 3.40 | 3.88 | 2.50 | 1.50 | 3.00       | 3.12 |      |      | 2.90    |
|                         | 3.40 | 3.88 | 2.50 | 1.50 | open       | 3.36 |      |      | 2.92    |
| 50,000-<br>100,000      | 3.10 | 2.50 | 3.02 | 3.36 |            |      |      |      | 3.00    |
|                         | 3.48 | 3.60 | 3.46 | 3.36 |            |      |      |      | 3.48    |
| Over<br>100,000         | 3.67 | 2.50 | 2.00 | 2.20 | 3.60       | 2.34 | 2.84 | 2.00 | 2.64    |
|                         | 3.67 | 2.90 | 2.00 | 2.30 | 3.99       | 2.49 | 2.84 | 2.00 | 2.77    |



TABLE 8.--Patrolman's salary scale (hourly) min/max.

| City<br>popu-<br>lation | City |      |      |      |      |      |      |      | Average |
|-------------------------|------|------|------|------|------|------|------|------|---------|
|                         | 1    | 2    | 3    | 4    | 5    | 6    | 7    | 8    |         |
| Under<br>25,000         | 4.46 | 4.54 | 3.68 | 3.50 | 6.63 |      |      |      | 4.56    |
|                         | 5.84 | 6.01 | 4.45 | 6.50 | 6.63 |      |      |      | 5.81    |
| 25,000-<br>50,000       | 6.11 | 6.53 | 4.47 | 4.78 | 5.48 | 4.32 |      |      | 5.28    |
|                         | 6.11 | 6.53 | 4.47 | 5.53 | 6.40 | 5.38 |      |      | 5.74    |
| 50,000-<br>100,000      | 4.10 | 5.38 | 4.08 | 4.32 |      |      |      |      | 4.47    |
|                         | 4.80 | 6.02 | 5.76 | 5.76 |      |      |      |      | 5.59    |
| Over<br>100,000         | 4.75 | 3.45 | 4.45 | NO   | 4.32 | 3.85 | 3.93 | 5.11 | 4.26    |
|                         | 5.05 | 4.22 | 6.12 | DATA | 6.13 | 5.76 | 5.76 | 5.83 | 5.55    |

In the under 25,000 and 25,000-50,000 population groups, police cadets are paid approximately 50% of the patrolman's beginning wage. In the two higher population groups this drops to approximately 33% of a patrolman's beginning salary. Again, it must be noted that these figures reflect averages, and wide variations may occur in individual cases.

Comparison of Benefits, Requirements,  
Progression to Patrolman, and  
College Attendance

Table 9 shows population group comparisons for questions 7, 9, 10, and 12 of the questionnaire. Question 7 asked whether or not police cadets received regular agency fringe benefits. In each category, the vast majority indicated that their cadets did receive these benefits (74%).

Seventy-four percent of the respondents also indicated that they required the same standards, except age, for cadets as well as patrolmen. Again, it made little difference the size of the city or community represented.

Seventy-eight percent of the agencies with cadet programs indicated that their cadets did not automatically progress from that status to patrolman (question 10). The only glaring variation from this standard was in the 50,000 to 100,000 population communities where three of

TABLE 9.--Comparison of benefits, requirements, progression to patrolman, and college attendance.

|                   | regular<br>benefits |    | patrolman<br>requirements |    | automatic<br>progression |    | college<br>attendance |    |
|-------------------|---------------------|----|---------------------------|----|--------------------------|----|-----------------------|----|
|                   | yes                 | no | yes                       | no | yes                      | no | yes                   | no |
| under<br>25,000   | 4                   | 1  | 4                         | 1  | 1                        | 4  | 2                     | 3  |
| 25,000-<br>50,000 | 4                   | 2  | 4                         | 2  | 0                        | 6  | 5                     | 1  |
| 50,000<br>100,000 | 3                   | 1  | 4                         | 0  | 3                        | 1  | 2                     | 2  |
| over<br>100,000   | 6                   | 2  | 5                         | 3  | 1                        | 7  | 5                     | 3  |
| Totals            | 17                  | 6  | 17                        | 6  | 5                        | 18 | 14                    | 9  |

the total four agencies (75%) indicated that their cadets did make this automatic progression.

While most cadet programs do require the participants to attend college while with the program (61%), this is less definite than the other characteristics considered in this section. Only in the under 25,000 classification, however, did fewer programs not require some college participation. It should be noted that one of the programs in this group indicated that although college attendance was not required most of its cadets did attend college anyway.

Amount of College and Work Hours

Table 10 shows the number of hours of college attendance required of cadets, if any. All of the figures have been calculated in semester hours since that was the predominant figure and this will make comparison much easier.

TABLE 10.--Work hours--college hours.

|                | Hours<br>Worked | College<br>required per<br>semester | No College<br>required<br>Hours worked |
|----------------|-----------------|-------------------------------------|--|
| Under 25,000   | 40              | 10 hrs.                             | 44                                     |
|                | 16 - 20         | 6 hrs.                              | 40                                     |
|                |                 |                                     | 42                                     |
| 25,000-50,000  | 20              | 12 hrs.                             | 40                                     |
|                | 40              | 9 hrs.                              |  |
|                | 40              | no limit                            |  |
|                | 20 - 40         | no limit                            |  |
|                | 40              | no limit                            |  |
|                | 40              | no limit                            |  |
|                |                 |                                     |  |
| 50,000-100,000 | 40              | 3 hrs.                              | 40                                     |
|                | 40              | no limit                            |  |
| over 100,000   | 24 - 40         | 6 hrs.                              | 44                                     |
|                | 40              | 6 hrs.                              | 40                                     |
|                | 40              | 3 hrs.                              | 42                                     |
|                | 40              | no limit                            |  |
|                | 20              | 8 hrs.                              |  |

The only real pattern to develop is the fact that all of the programs which do not require college attendance of their cadets work the cadets full time. This is also true of 66.6% of those agencies who do require the cadet to be in college.

#### Cadet Duties

The analysis of the various duties performed by cadets shows no definite trend by size of community. The number of communities that utilize cadets in each of the various positions is shown in Table 11. By far the most popular use of cadets is in clerical and records keeping functions. This is followed closely by radio dispatching, public relations and jail assistance. The only other major use of cadets is in the processing of minor complaints. No cadets were used by any of the responding agencies for civil defense work, and very few in the areas of school crossing guards, parking enforcement or crowd control.

These figures can be interpreted as a trend to keep the cadets, for the most part, inside the police agency and off the street and away from "active" police work. Only two agencies use cadets for an enforcement function and that is in the area of parking. Only two agencies use cadets for crowd control and school crossing guards as well.

TABLE 11.--Class duties.

|                     | Under<br>25,000 | 25,000-<br>50,000 | 50,000-<br>100,000 | Over<br>100,000 | Totals |
|---------------------|-----------------|-------------------|--------------------|-----------------|--------|
| Clerical-records    | 5               | 6                 | 2                  | 7               | 20     |
| Radio Dispatch      | 4               | 6                 | 3                  | 4               | 17     |
| Traffic Control     | 1               | 1                 | 2                  | 2               | 6      |
| Crowd Control       |                 | 1                 |                    | 1               | 2      |
| Public Relations    | 3               | 5                 | 2                  | 3               | 13     |
| Uniformed Security  |                 | 2                 |                    | 3               | 5      |
| Parking Enforcement |                 | 1                 |                    | 1               | 2      |
| Minor Complaints    | 2               | 4                 | 1                  | 3               | 10     |
| Lab or Photography  |                 | 2                 | 1                  | 4               | 7      |
| Jail Assistance     | 3               | 4                 | 2                  | 4               | 13     |
| School Crossing     |                 | 1                 |                    | 1               | 2      |
| Civil Defense       |                 |                   |                    |                 |        |

#### Cadet Training

The first fact about the training programs for cadets requested on questionnaire was whether the training was classroom type or on the job. Several responding agencies marked both available options to provide a third possibility. In the under 25,000 population communities, four programs utilized on the job training and two used both on the job and classroom. The figures were the same for programs in the 25,000 to 50,000 group. In the

50,000 to 100,000 population jurisdictions three programs were exclusively on the job training and one used both.

In the over 100,000 population communities five programs relied on on the job training while three agencies trained with both classroom and on the job work experience.

These figures indicate that in each population category very little formal classroom instruction or training is offered to cadets. In each group well over 60% of the programs rely on work experience exclusively.

The questionnaire requested that those agencies with a formal training program for cadets to indicate the number of hours of training in each of several listed topics. Only one agency complied with those instructions. This coupled with the small number of agencies using classroom training at all makes it impossible to develop any pattern in training subjects.

#### Miscellaneous Data

##### Age

All but two of the total number of cadet programs indicated a minimum age of 18 years of age. The two exceptions, both in the over 100,000 population group, were minimum ages of 17 and 20. In the area of maximum age for participants in cadet programs, the majority, 55%, listed 21 years of age. The top age for cadets in

16.6% of the programs is 20. One cadet program allows cadets up to the age of 22, two to the age of 25, and one program with a minimum age of 20, indicated they had no maximum age.

#### Need for More Cadets

In the cadet programs found in the under 25,000 population group, 66.4% indicated they could use more cadets within their agency. In the 25,000 to 50,000 group, 71.6% indicated more cadets were needed. Seventy-five percent of the agencies in the 50,000 to 100,000 population group could use more cadets, as could 83.4% in the over 100,000 population.

#### Agencies Using Cadets Other Than Sponsor

Only two cadet programs allow their cadets to work in more than the parent agency. One of these programs is in the under 25,000 population classification, and the other in the over 100,000 group.



## CHAPTER V

### SUMMARY AND CONCLUSIONS

The purpose of this study was to determine if the type of cadet program that an agency has is predictable from certain characteristics of the community that police agency serves. This was based on the notion that, such programs being an outgrowth of the community need, would reflect certain similarities.

The findings in this regard can be summed up briefly by simply stating that no such significant relationship was discovered. There may be several reasons for this.

In the first place the sample of programs in any one population category is very small. Because of this factor, there are not enough programs available to compare in the more narrow characteristics of each jurisdiction. This minimal number of programs means that the programs are found in very divergent communities. The number of communities and their circumstances beyond a mere population category is too large for the laws of probability to place a cadet program in closely similar communities or agencies.

Even with a realization of these problems it is still possible to draw some conclusions and develop some reference. However, the reader must be aware of the fact that any recommendations made are based on averages, and that the average can be based on figures, both much higher or lower than the average itself. Any remarks not supported by statistical data from this study that are totally the opinions of the writer will be stated as such. All figures for this purpose will be rounded off to the nearest whole number.

#### Communities Under 25,000 Population

It appears that the number of cadets needed to provide services to communities of this size is one for every 14 sworn officers and one for every civilian position. As a total average, this indicates that cadets should total about 6% of the total police agencies personnel. Most, however, could utilize more cadets.

A cadet in this population group receives a salary on an hourly rate that is approximately 50 percent of the beginning patrolman's hourly wage. They will also receive regular agency fringe benefits. They are required to meet the same physical standards and basic requirements as the patrolmen. However, they will not automatically progress to a patrolman's position due to the small number of available positions each year in agencies

this size. Whether or not a cadet will be required to attend college in these programs is about evenly split in current practice. However, it is recommended by the writer that with the increase in the number of criminal justice and related programs available throughout the state, this should be required in all but the most isolated communities. For the most part cadets will be required to work full time according to the standards of the agency.

Cadet duties will primarily be clerical, records keeping or radio dispatching. It should be remembered, however, that the experience of other agencies both totally and within this group indicates that cadets can be effectively utilized in any departmental position not requiring the powers of arrest and that presents a minimum of physical hazard or danger.

Communities of From 25,000 to  
50,000 Population

Cadets in agencies serving communities of from 25,000 to 50,000 people should comprise about 4% of that police agency's total personnel. This breaks down to one cadet for every 19 sworn officers and for every three civilian employees. Again, current programs indicate a need for a cadet population larger than this.

Cadets in this group are expected to meet the same requirements other than age as patrolman candidates



but do not automatically progress to the rank of patrolman upon reaching the proper age. Cadets in this group are expected to attend college while participating with the program. For their efforts cadets are paid a wage equal to about 50 percent of the salary of a beginning patrolman and receive regular agency fringe benefits.

Cadets are utilized in these programs for about all functions of the agency short of arrest. However, the greatest utility is found in the area of radio dispatching and clerical-records keeping duties.

Communities of From 50,000 to  
100,000 Population

In this population group, police agencies with cadet programs use one cadet for every 29 sworn officers, and one cadet for every five civilians. This means that about 3% of the agencies total personnel should be cadets. More cadets could be used in most cases.

Cadets in this category according to community size will receive an average salary only about 33 percent of that of a beginning patrolman. They receive the same benefits as a patrolman and must meet the same conditions of eligibility except age. In current practice, one half of the cadets in this group must attend college. However, the writer recommends that if appropriate academic facilities are available, college participation should be required. A cadet in this group will usually

progress automatically to the rank of patrolman upon reaching the appropriate age.

Cadets will be expected to work a full 40 hours a week. Their duties will be rather evenly split between clerical and records functions, radio dispatching, traffic control, public relations and assisting in the jail.

Communities of Over 100,000  
Population

Police cadets comprise about 3 percent of the total police agency personnel. There will be one cadet for every 31 police officers, and one cadet for every four civilian employees. At this ratio most agencies could find a use for more cadets.

These cadets will receive regular agency fringe benefits. As a condition for employment, they will meet all but the age requirements of the patrolman candidate even though they will not automatically progress to the rank of patrolman when they reach the proper age. In addition to the other requirements, the cadet will probably be required to attend college.

These cadets will spread their duties over about all possible functions not requiring arrest powers, although the major emphasis will be on clerking, records keeping and radio dispatching.

### Extension of This Research

With the proper time, compilation facilities, and equipment and a more refined research instrument a study of cadet programs nationwide would be valuable. Perhaps this type of study would be broad enough to discover, isolate, and allow analysis of meaningful community characteristics that could serve as predictors of cadet program characteristics. While this might hold true, it should be remembered that each community is so different and has so many different alternative solutions to its problems that even a broader study might not uncover such relationships. Also any more expanded study would have to take into account legal and jurisdictional differences.

A follow-up study of cadet programs in Michigan may also prove interesting to determine what effect, if any, the new lower age of majority in the state will have on cadet programs. There is now no legal barrier to 18 year old police officers and the traditional age gap between high school graduation and patrolman eligibility no longer exists. This could mean the end of cadet programs. It could also mean more cadet programs with more expanded duties, if most agencies do not take advantage of being allowed to give 18 year olds full police power.

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## APPENDICES

## APPENDIX A

### MACOMB COUNTY COMMUNITY COLLEGE

#### CADET PROGRAM

Macomb County Community College is the only academic institution responding to the questionnaire used in this study to indicate that they have a cadet program. This operation is additionally unique in that the cadets provide full public safety services for the campus.

The department of public safety is staffed with two sworn officers, three civilian employees, and ten cadets. Cadets are paid approximately 60% of what the two patrolmen make. Excluding paid vacations and sick days, cadets receive regular agency fringe benefits.

Cadets are hired at age 18 and may remain with the program until they reach 22 years of age. Other than age, they must meet all the same physical requirements as the patrolmen. These requirements are the usual in height, weight, vision and hearing. They must also have an excellent reputation and background, a good driving record, and successfully compete in a written and oral examination. In addition, cadets must be enrolled full time in the police administration curriculum at the college.

Cadets work 24 hours a week and spend an additional eight hours each week in training. While working, cadets under the supervision of the sworn officers handle all enforcement, fire fighting, rescue, first aid, and administrative functions. They have proven very effective, even in dealing with campus disturbances and crime problems.

Cadets receive formal classroom training in such topics as:

|                        |          |
|------------------------|----------|
| Criminal law           | 12 hours |
| Criminal investigation | 6 hours  |
| Patrol procedures      | 8 hours  |
| Self defense           | 6 hours  |
| Vehicle operation      | 3 hours  |
| Fire arms              | 64 hours |
| Report writing         | 4 hours  |
| Community relations    | 8 hours  |
| First aid              | 10 hours |
| Traffic control        | 2 hours  |
| Ethics and attitude    | 10 hours |
| Crime causation        | 8 hours  |
| Fire fighting & rescue | 10 hours |

It should be remembered that this training is in addition to the regular college courses in both general topics and police administration which means a very complete program of training and education.

## APPENDIX B

### FLINT POLICE CADET PROGRAM

The Flint Police Division operates a cadet program utilizing approximately 40 college students. These cadets are referred to as Police Service Officers (P.S.O.'s). This program is somewhat unique in operation and philosophy and will, therefore, be explained in more detail.

Police Service Officers must be between 18 and 25 years of age, enrolled in one of Flint's colleges, and have an interest in some phase of the criminal justice field. This does not necessarily have to be traditional police work. P.S.O.'s must in addition be free of any serious adult or juvenile arrest record. However, P.S.O.'s with prior arrests have been hired if that arrest was of such a nature that indicates no trend or additional criminal involvement. Police Service Officers are screened primarily on the basis of a records check and oral interview. The oral interview is conducted by the program director (patrolman), a patrolman from the training section, and frequently a third person who may be another patrolman, an experienced P.S.O., or on occasion the lieutenant in charge of the training section. Each



person on the oral board rates each applicant in a number of categories. These scores are then totaled and averaged and form the basis for establishing an eligibility list. Other than the absence of gross physical or mental defects, no other qualifications are imposed.

It is the philosophy of this program that nothing is lost if the Police Service Officer does not or can not become a Flint Police Officer, although a number of P.S.O.'s have become officers or are currently on an eligibility list. In the first place, Police Service Officers do more than enough work to justify their pay and training while with the program. Secondly, it is felt that no matter what the P.S.O. should do for a living later in life whether within the criminal justice system or not, there is at least one more person who understands how and why the police operate. Hopefully the experience with this program will have been a positive one, and created one more friend for law enforcement who can discuss the police position intelligently.

Police Service Officers are assigned to all the bureaus of the Flint Police Division except communications. Most assignments are made in such a manner as to relieve regular personnel for other duties. All bureaus are covered at least five days a week on the first shift, and, according to need, on second and third shifts and

weekends. They work 40 hours a week during the summer and an average of 28 hours during school.

In addition, P.S.O.'s handle all progressing of dog bite complaints and all vacation home checks. Also, based on a city attorney's opinion that non-sworn personnel can legally write non-moving traffic violation citations P.S.O.'s take care of most of the parking enforcement in the downtown business area.

Another relatively unique assignment involves evening school patrols. All four of Flint's high schools are used in the evening for sports and recreational activity, and adult high school and education classes. Teams of P.S.O.'s patrol the school building and grounds during those hours to provide some measure of security, and to assist the night staff at the school. Police Service Officers are frequently requested by the schools and other civic organizations to provide security and traffic control for special activities.

Another feature of this program is that Police Service Officers are assigned to various agencies throughout the county and not just the Flint Police. For example, P.S.O.'s are or have been assigned to one small city police department, the county Sheriff's department, two township police departments, the traffic safety commission, the Model Cities Metropolitan Police Organization and the local juvenile detention facility.

Police Service Officers are supplied with uniforms which are very distinct from those of regular police officers. They are paid an hourly salary that is about one third that of a patrolman. They receive no fringe benefits at all and have no civil service status. On a three quarters basis, experience as a P.S.O. can be substituted for the two years college or prior police experience requirement for patrolman applicants.

Police Service Officers are given some formal training in areas such as law, rules and regulations, working relationships, and patrol procedures. Most of the training is on the job, however, due to the operational nature of the assignments. P.S.O.'s are rotated through assignments on a more or less regular basis depending upon the nature of the task and the difficulty of mastering the work. To relieve bureau personnel of constantly training different P.S.O.'s, once a man is trained and competent in a position, he then trains his replacement if at all possible.

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