

POLICE RECRUIT EDUCATIONAL
BACKGROUND ANALYSIS

Dissertation for the Degree of Ph. D.
MICHIGAN STATE UNIVERSITY
LARRY THORNE HOOVER
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of the requirements for

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ABSTRACT

POLICE RECRUIT EDUCATIONAL BACKGROUND ANALYSIS

By

Larry Thorne Hoover

The purpose of this study was to determine the educational levels of police recruits in the United States between July 1, 1972, and June 30, 1973, and the influence of certain factors affecting college educated recruits' choice of a particular agency for employment. In order to obtain a national sample, four states representative of national characteristics were selected for inclusion in the study: California, Michigan, New Jersey, and Texas. Data obtained from records of the law enforcement standards and training commissions in these states included names, educational levels, and agencies of employment of newly hired police recruits during the designated period. A stratified random sampling of these recruits was selected to provide a research population for mailed questionnaires. The purpose of the questionnaire was to elicit information regarding factors pertinent in selection of a particular law enforcement agency for employment by college educated police recruits. The study design is descriptive in

nature, employing eight research hypotheses subsuming fifty-four testable hypotheses. The findings pertinent to each research hypothesis are:

Hypothesis One--individuals with a collegiate background are now entering the police service in impressively large numbers: The data from this study indicate that some thirty-seven percent of the recruits now entering the police service have been in college for at least one year; in California, this percentage is an atypical seventy-three percent. Some ten percent of the police recruits now entering law enforcement have completed four or more years of college. Patterns of employment by size or type of agency according to level of education do not emerge.

Hypothesis Two--the Law Enforcement Education Program has significantly contributed to raising the educational level of police recruits: Only thirteen percent of collegiate police recruits now entering police service have received direct financial assistance through the Law Enforcement Education Program. However, because this assistance was differentially distributed, twenty-three percent to law enforcement majors as opposed to four percent to others, the program has fostered development of academic programs in law enforcement, hence indirectly upgrading the educational level of police recruits. The

receipt of LEEP assistance related positively to both level of education and attainment of academic degrees.

Hypothesis Three--police cadet programs have significantly contributed to raising the educational level of police recruits: Some eighteen percent of collegiate police recruits, eight percent of the total number of recruits employed during the period, had had prior involvement in a police cadet program. Cadet involvement relates positively to associate degree attainment, but negatively to baccalaureate attainment.

Hypothesis Four--agency reward programs for completed college education have significantly contributed to raising the educational level of police recruits: Fifty-eight percent of the police recruits who received a reward for completed education indicate that it had at least some influence in their decision to seek employment with the particular agency they did. Police recruits rank a percentage salary increment as the most attractive reward program for completed education.

Hypothesis Five--agency prestige is the primary consideration of collegiate recruits in selection of a particular agency: Agency career and promotion opportunities is ranked as the primary consideration by police recruits. However, these opportunities and agency prestige appear to be very closely related. Overall, the order

assigned in this study to factors influential in police recruits' selection of a particular agency, are, in descending impact: 1) agency career and promotion opportunities, 2) agency prestige, 3) agency salary, 4) nature of agency jurisdiction, 5) agency recruitment efforts, 6) only available police employment at the time.

Hypothesis Six--starting annual salary is a significant consideration of collegiate recruits in selection of a particular agency: Although ranked third among considerations affecting the choice of a particular agency, the mean rank of salary is close to that of the first two considerations. Salary appears to function as a conjunctive influence with several other factors, specifically career and promotion opportunities, agency prestige, educational requirements, and reward for completed education.

Hypothesis Seven--anticipated tenure in both present employing agencies and the criminal justice field is influenced by level of education: Levels of education do not appear to influence anticipated tenure in the criminal justice field, but influence anticipated tenure in present employing agencies. An overwhelming majority of police recruits (95%) anticipate permanent careers in the criminal justice field; only seventy percent, however, anticipate life-time careers with their present agency. Emergent, however, is a type of agency

attractive to college educated police recruits who express longer anticipated tenure with their present agency. These are the agencies which tend to offer better career and promotion opportunities, are of higher prestige, offer better initial salaries, impose higher educational requirements, and are larger in size.

Hypothesis Eight--police recruits with an academic major in law enforcement are more committed to a career in law enforcement than those majoring in other areas: There is no pragmatically significant difference in expressed anticipated tenure in the criminal justice field by academic major, and there is no apparent difference in the degree of selectivity in the choice of an employing agency--a factor indirectly indicative of stronger commitment to a career. Only about half of the collegiate police recruits entering law enforcement have majored in law enforcement or criminal justice as a field of academic study. The associate degree appears to be academically terminal to a large proportion of law enforcement majors, although a significant number do attain a baccalaureate degree.

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Larry Thorne Hoover

A DISSERTATION

Submitted to
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in partial fulfillment of the requirements
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CHAPTER I

THE PROBLEM

During the past decade, various individuals and groups representing many areas of public responsibility have called for the upgrading of America's police personnel. Concern with the quality of the nation's police has been intensified by continued social upheaval in our society, rising street crime--ghetto riots, and disorders related to political protest catalyzing demand for the improvement of law enforcement personnel. Although no law enforcement system could or should entirely control social problems generated by broad cultural changes, nevertheless it is apparent that ineffectual police response to public distress has often furthered serious avoidable manifestations of the problems. Proliferate efforts are thus underway to improve the caliber of police personnel and, more particularly, the educational backgrounds of these personnel. This study evaluates certain aspects of the impact of such efforts.

Need for the Study

Crime: Primary Catalyst for Upgrading

It is difficult to exaggerate the impact of crime on American life in the last decade. Despite some doubts in the accuracy of crime statistics, it is apparent that crime has increased sharply. Uniform crime reports for 1972 indicate a rise of forty-seven percent in the last five years (Figure 1.1).

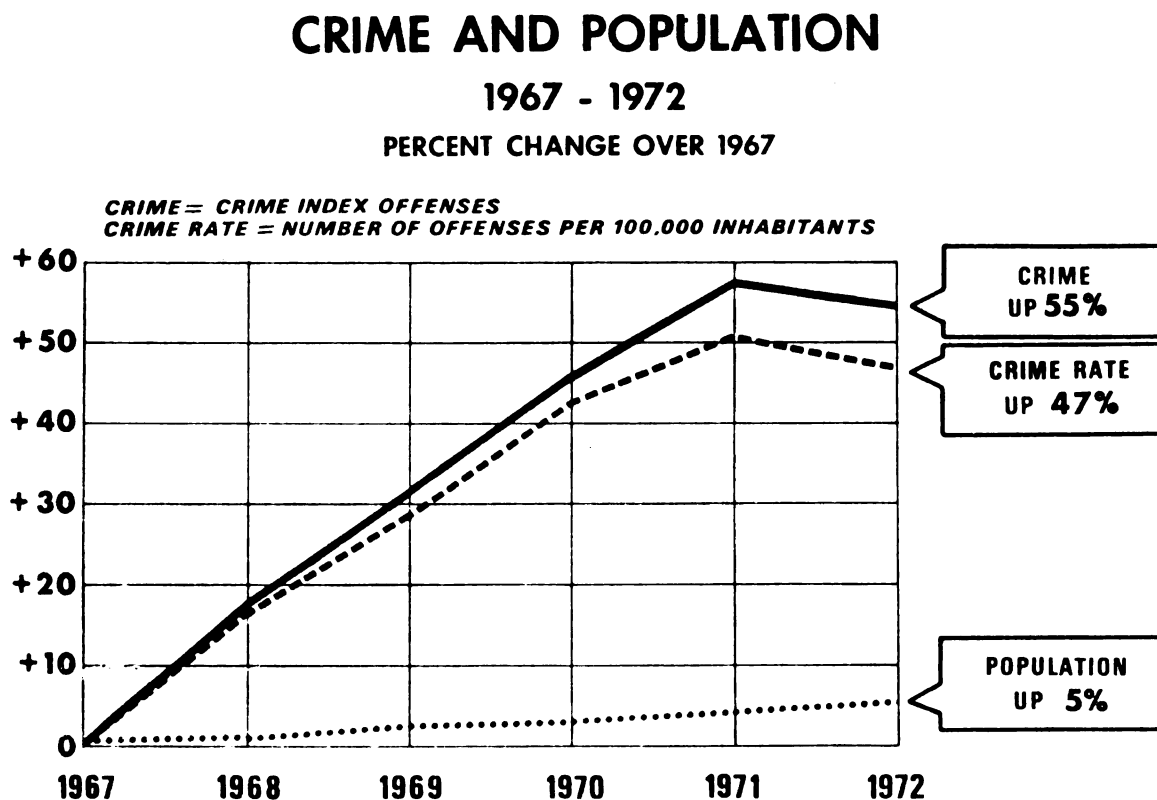


Figure 1.1

Source: Federal Bureau of Investigation, Uniform Crime Reports of the United States: 1972 (Washington: Government Printing Office, 1973), p. 3.

It should be noted that the crime rate in the United States did decline an overall three percent in 1972, the last prior measurable decrease of two percent reported in 1955 according to FBI records. However, a decrease was not evident in all categories of index offenses. Violent crime continued to increase in 1972, murder by four percent over 1971, aggravated assault by six percent, and forcible rape by eleven percent.¹

The economic burden of crime has risen with the crime rate. In 1967, the cost of crime was estimated at \$21,000,000,000. One estimate for 1973 is \$51,000,000,000 a year, more than five percent of the gross national product.²

It is necessary, however, to look beyond raw statistics citing crime rates and the cost of crime to gain a full appreciation of its impact. The President's Commission on Law Enforcement and the Administration of Justice cited in its 1967 report the multitude of ways in which crime affects the quality of life in America:

The existence of crime, the talk about crime, the reports of crime, and the fear of crime, have eroded the basic quality of life of many Americans. A commission study conducted in high-crime areas of two large cities found that: 43% of the respondents say they stay off the streets at night because of their fear of crime; 35% say they do not speak to strangers anymore because of

¹Law Enforcement Assistance Administration, "Crime Down 3%," LEAA Newsletter, 3:2 (April-May 1973), pp. 1, 7.

²"Crime Expense," U.S. News and World Report, October 26, 1970, p. 30.

their fear of crime; 33% say they keep firearms in the house for protection against criminals . . . people have been impelled to uproot themselves and find new homes . . . some have become distrustful of the government's ability, or even desire, to protect them.³

The Commission on Criminal Justice Standards and Goals in 1973 reiterated these observations by noting "crime portends an exasperating cost to citizens, in terms of fear, psychic damage, and mistrust . . . no price tag can be put on the fear that as much as any other factor, is speeding the exodus from the cities, strangling businesses, and causing people to mistrust each other."⁴

In 1968, for the first time in three decades of opinion sampling, the Gallop Poll found that citizens ranked crime the most serious national issue (ahead of civil rights, cost of living, and poverty), and the most important local issue as well (ahead of schools, transportation, and taxes). The same poll indicated that thirty-five percent of the American public expressed a fear of walking in their own neighborhoods at night. In January of 1973, a replication of the 1968 survey indicated that the number of individuals afraid to walk in their own neighborhood at night had risen to forty-two percent, and

³The President's Commission on Law Enforcement and Administration of Justice, The Challenge of Crime in a Free Society (Washington: Government Printing Office, 1967), p. 5.

⁴National Advisory Commission on Criminal Justice Standards and Goals, A National Strategy to Reduce Crime (Washington: Government Printing Office, 1973), p. 9.

that one of every five persons in the nation had been victimized by crime in the preceding year. Figures for central cities were even more discouraging, one out of every three persons having been victimized by criminal means during 1972.⁵

It is documented that the most personally threatening serious crimes--murder, rape, robbery, burglary--happen most often in the slums of large cities. Repeated studies show that the offenses, the victims, the offenders, are found most frequently in urban centers, particularly among the minority populations in these centers. The Eisenhower Commission on the Causes and Prevention of Violence cited a direct relationship between popular violence and failure in the administration of justice. In the case of the ghetto riots in the 1960's, participants, when subsequently questioned about their motives, stated quite explicitly that they had been protesting against police misconduct and racial discrimination (Commission on Law Enforcement and the Administration of Justice). The Kerner Commission Report on Civil Disorders documented two major grievances of persons involved in disorders: 1) the ineffectiveness of the political structure in disposing of grievances, and 2) discrimination in the administration of justice.

⁵"Special Report on Crime in the United States," The Gallop Index, January, 1973, pp. 3-17.

Thus the effects of crime exceed the impact of individual victimization; national social order and styles of life are affected as well.

Consensus Agreement:
Upgrade the Police

Crime as a phenomenon is extremely complex, its incidence during any given time resulting from varied social dynamics. Police charged with controlling it are one component of a criminal justice system consisting of legislative, prosecutorial, judicial, and corrective elements. Numerically accounting for sixty-four percent of criminal justice personnel and fifty-nine percent of criminal justice procedures,⁶ what the police can and cannot do is still very much constrained by the other components of the system.

Nevertheless study commissions convened to investigate crime and its attendant social ills unanimously recognize inadequate or ineffective police response as contributing significantly to the problem of crime in this country. The Commission on Law Enforcement and the Administration of Justice has pointed out that:

⁶Expenditure and Employment Data 1970-71, Department of Justice/LEAA and Department of Commerce/Bureau of the Census, April 1973, pp. 5-7.

The failure to establish high professional standards in police service has been a costly one, both for the police and for society. Existing selection requirements and procedures for the majority of departments . . . do not screen out the unfit . . . the quality of police service will not significantly improve until higher educational requirements are established for its personnel.⁷

The Commission recommends eventual establishment of a baccalaureate requirement of all police personnel.

The Commission on Criminal Justice Standards and Goals has suggested a specific time-table for the implementation of a baccalaureate requirement:

1. Every police agency should require immediately, as a condition of initial employment, the completion of at least 1 year of education (30 semester units) at an accredited college or university. Otherwise, qualified police applicants who do not satisfy this condition, but who have earned a high school diploma or its equivalent, should be employed under a contract requiring completion of the educational requirement within 3 years of initial employment.
2. Every police agency should, no later than 1975, require as a condition of initial employment the completion of at least 2 years of education (60 semester units) at an accredited college or university.
3. Every police agency should, no later than 1978, require as a condition of initial employment the completion of at least 3 years of education (90 semester units) at an accredited college or university.

⁷ President's Commission on Law Enforcement and Administration of Justice, Task Force Report: The Police (Washington: Government Printing Office, 1967), pp. 125, 126.

4. Every police agency should, no later than 1982, require as a condition of initial employment the completion of at least 4 years of education (120 semester units or a baccalaureate degree) at an accredited college or university.⁸

Similarly raised general standards for police are recommended by other governmental commissions. As observed by the Governor's

Mutual Assistance Program for Criminal Justice:

Police work is largely social in nature in that policemen deal with people on a one-to-one relationship. These people may be the victims of crimes, witnesses to crimes, suspects in crimes, or, more usually, persons in need of one of a variety of miscellaneous services provided by the police. And, a policeman's work is usually conducted in a public situation of one kind or another; for this reason the key to successful police work rests primarily with the quality of the individual police officer. Accordingly, improvement of police personnel is the most important facet of improving the police function.⁹

The Advisory Commission on Intergovernmental Relations recommended that at the earliest practicable time state law mandate that no person be appointed law enforcement officer unless "the holder of a bachelor's degree from an accredited institution."¹⁰ A Task Force on Education

⁸National Advisory Commission on Criminal Justice Standards and Goals, Report on the Police (Washington: Government Printing Office, 1973), p. 369.

⁹Governors' Mutual Assistance Program for Criminal Justice, Where We Stand in the Fight Against Crime (Washington: National Governors Conference, 1973), p. 49.

¹⁰Advisory Commission on Intergovernmental Relations, For a More Perfect Union--Police Reform (Washington, D.C.: Government Printing Office, 1971), p. 7.

and Training formulated by the Police Foundation (subsidiary of the Ford Foundation) recommended that as part of the primary thrust of the Foundation's efforts to assist police agencies it "should stimulate massive, imaginative, and systematic recruitment of college graduates for police departments."¹¹ The American Bar Association in its publication Standards for the Urban Police Function recommended that:

College graduates should be encouraged to apply for employment with police agencies. Individuals aspiring to careers in police agencies and those currently employed as police officers should be encouraged to advance their education at the college level. Communities should support further educational achievement on the part of police personnel by adopting such devices as educational incentive pay plans, and by gradually instituting requirements for the completion of specified periods of college work as a prerequisite for initial appointment and for promotion.¹²

Similar recommendations were made by the National Advisory Commission on Civil Disorders,¹³ and the Commission on the Causes and Prevention of Violence.¹⁴

¹¹Police Foundation, "Education and Training Task Force Report" (Unpublished report of the Police Foundation, a subsidiary of the Ford Foundation, 1972), p. 40.

¹²American Bar Association Project on Standards for Criminal Justice, The Urban Police Function (New York: American Bar Association, 1972), p. 20.

¹³Report on the National Advisory Commission on Civil Disorders (New York: Bantam Books, 1968), Chapter 11.

¹⁴To Establish Justice, to Insure Tranquility: Final Report on the Causes and Prevention of Violence (Washington: U.S. Printing Office, 1969), Chapter 3, paragraph 76, and Appendix 1, paragraph 275.

The recommendation of these numerous commissions that improvement of the quality of police personnel would improve the effectiveness of the American police service were not made without careful consideration of existing alternatives. However, it has been established for some time that saturating the streets with policemen is not the answer. The 1967 President's Commission observed that the ratios of police per thousand population in cities over 500,000 range from 1.2 to 5.4, but that no discernable relationships exist between these ratios and reported rates of crime.

A second alternative to personnel improvement is the improvement of police operations per se. However, since improvement of operations is intrinsically related to quality of staff, a point of diminishing returns is soon reached if efforts are concentrated solely on technology and systems. Ultimately consideration again reverts to the need for improving the quality of police personnel by improving educational standards:

Education is an indispensable prerequisite for the type of officer needed today. It tends to diminish authoritarianism, broaden the outlook, and instill self-discipline and reasoned thinking. To take advantage of the scientific aids now coming to the fore, the officer must additionally have a thorough grounding in the sciences.¹⁵

¹⁵William W. Turner, The Police Establishment (New York: G. P. Putnam's Sons, 1968), p. 257.

It has been observed that "some twenty professional groups, including law, medicine, engineering, architecture, teaching, veterinary medicine, pharmacy, etc. . . . have set minimum academic requirements . . . to improve the quality and economic status of their practitioners in order to protect the public, . . ."¹⁶ The implication for the police service is obvious.

It is interesting to note the contrast between the amount of training received by police in the United States and certain European nations. In Denmark, for example, a new police officer spends five years in a combination of work experience and class preparation before he is considered fully trained. In Sweden, a minimum of one year of training is required. In Germany, three to four years of instruction and training are provided before the recruit becomes a member of the Schutz Polizei.¹⁷ These requirements contrast sharply with the amount of training now usually required of the typical American municipal police officer: between eight and twelve weeks in a police academy.

Quinn Tamm, Executive Director of the International Association of Chiefs of Police, commented:

¹⁶A. C. Germann as quoted in George H. Brereton, "The Importance of Training and Education in the Professionalization of Law Enforcement," Journal of Criminal Law, Criminology, and Police Science (58:2), pp. 112, 113.

¹⁷George E. Berkley, The Democratic Policeman (Boston: The Beacon Press, 1969), pp. 77-83.

It is nonsense to state or to assume that the enforcement of the law is so simple that it can be done best by those unencumbered by a study of the liberal arts. The man who goes into our streets in hopes of regulating, directing, or controlling human behavior must be armed with more than a gun and the ability to perform mechanical movements in response to a situation. Such men as these engage in the difficult, complex, and important business of human behavior. Their intellectual armament--so long restricted to the minimum--must be no less than their physical prowess and protection.¹⁸

Orlando W. Wilson, former Chicago police superintendent and professor of police science, amplified Tamm's remarks by offering the following rationale of employing college-trained policemen:

While university training will not make a competent person of one who is intellectually inferior or otherwise deficient, when all other factors are equal the university-trained man is better qualified for police-service than one who has graduated only from high school. He has had broader experience with people and new situations; his adaptability has been tested; he has had the opportunity to meet students of many different nationalities, cultural backgrounds, and racial characteristics, and, consequently, should have lost much of any previous bias or prejudice he may have held. His studies will have given him a new perspective on the problems and aspirations common to all men, and he will have learned to some degree to withhold judgement and restrain his actions and impulses in favor of calm consideration and analysis.¹⁹

¹⁸Quinn Tamm, "A Change for the Better," The Police Chief, 29:5 (May 1962), p. 5.

¹⁹Orlando W. Wilson, Police Administration (New York: McGraw-Hill Publishing, 1963), p. 139.

Other authorities too numerous to individually quote who have made outstanding contributions to the law enforcement field have also advocated higher educational standards for police personnel.²⁰

In summary, the consensus of both study commissions and individual authorities in the field is that to improve law enforcement, the quality of the individual police officer must be upgraded, and the most effective means is by the imposition of higher educational standards.

The need to improve the quality of police personnel was first recognized in the recommendations of the Wickersham Crime Commission in 1931. Since that time the effort to infuse higher educational standards into the selection criteria for police officers has steadily gained momentum. The real turning point was reached, however, in 1967 with the recommendations of the President's Commission on Law Enforcement and the Administration of Justice, resulting in passage of the Omnibus Safe Streets and Crime Control Act of 1968.

²⁰August Vollmer in The Police and Modern Society; V. A. Leonard in Police Personnel Management; Raymond Fosdick in American Police Systems; Clark and Chapman in Forward Step: Educational Backgrounds for Police; Louis Radelet in The Police and the Community; Thomas Frost in A Forward Look in Police Education; Wilson E. Purdy in The Police Chief (32:16); William Parker in Journal of Criminal Law, Criminology and Police Science (55:2); Allen Gammage in Police Training in the United States; Donal MacNamara in Public Administration Review (10:187).

Key to the Upgrading Effort:
The Safe Streets Act

In the Presidential campaign of 1964, crime became for the first time a political issue. The federal government reacted by initiating a program of federal assistance to local law enforcement agencies. Beginning with the Law Enforcement Assistance Act of 1965, federal support attained massive proportions with the passage of the Omnibus Crime Control and Safe Streets Act of 1968, PL 90-351. The Act created the Law Enforcement Assistance Administration (LEAA) as the agency within the federal Department of Justice responsible for a nationally coordinated effort to control crime. From an initial budget of \$63,000,000 in fiscal 1969, LEAA funding had climbed to \$1,000,000,000 in 1973.²¹ In keeping with the recommendations above enumerated, the upgrading of police personnel was made an important part of the Act. Section 406 established a program designed to encourage the pursuit of higher education by both present and potential police officers (Law Enforcement Education Program--LEEP). The statute authorized grants "for tuition and fees not exceeding \$200 per academic quarter or \$300 per semester . . . for officers of any publicly funded agency," and "loans not to exceed \$1800 per academic

²¹Law Enforcement Assistance Administration, "Nixon Signs Bill Extending LEAA," LEAA Newsletter, 3:7 (September-October 1973), p. 33.

year for pre-service students intending to seek employment in a law enforcement agency."²² In 1973, the grants were increased to \$250 per quarter or \$400 per semester, and the loans to \$2,200 per academic year. Grants are forgivable at the rate of twenty-five percent per year for each year of service with a criminal justice agency following completion of academic work. Three and a quarter million dollars in such funds were granted in 1969; \$16,000,000 in 1970; \$25,000,000 in 1971; \$29,000,000 in 1972; and \$40,000,000 in 1973. In the 1972-73 academic year, some 95,000 students at 990 institutions received LEEP aid. The Law Enforcement Assistance Administration estimates that fifty-four percent of all criminal justice students are receiving LEEP aid. Of these, eighty-four percent--79,391--are in-service students, and sixteen percent--15,609--are pre-service students. Since the LEEP program began in 1969, some 135,000 students have received LEEP aid totaling \$110,000,000. The vast majority of these are either police officers or students intending to enter the police service.²³ Police personnel have, throughout the program, constituted approximately eighty percent of the students, corrections personnel fourteen percent, and court and related personnel the other five percent. It should be noted that

²²Law Enforcement Assistance Administration Third Annual Report (Washington: Government Printing Office, 1972), pp. 81-82.

²³Law Enforcement Assistance Administration, "LEEP Aids 95,000 Students at 990 Schools," LEAA Newsletter, 3:7 (September-October 1973), p. 35.

although in-service personnel constitute eighty percent of LEEP recipients, they are allocated only sixty percent of the funds, loan recipients being eligible to receive more assistance than grant recipients.²⁴

The LEEP program cannot be classified as anything but a significant success, undoubtedly responsible for proliferate growth in the number of criminal justice academic programs in the last decade. Requests for funds from institutions have exceeded available amounts since 1971, and, as the Law Enforcement Assistance Administration notes:

many institutions begin LEEP participation with the sole intent of providing grants to part-time in-service officers. But program experience over three years shows that, more often than not, the initial concern and commitment of the academic community tend to expand and deepen.²⁵

The number of criminal justice programs grew from 184 in 1966 to 515 in 1972, a growth rate whose impact is now being felt in police agencies themselves. In a questionnaire distributed by LEAA to 2,400 criminal justice agencies, eighty percent of the agencies were familiar with LEEP. Agencies with no knowledge of LEEP, were, almost without exception, units of fewer than ten employees. Of the agencies participating in LEEP, fifty-two percent observed that LEEP had contributed

²⁴LEAA Third Annual Report, op. cit., p. 84.

²⁵Ibid.

to improved performance by individuals in law enforcement, thirty-eight percent deferred judgment regarding impact, and ten percent observed no impact of the program.²⁶

But the real impact of the LEEP program is not, of course, perceptible in numbers of academic programs initiated or the receptivity of police agencies to it. To evaluate the impact of the program in upgrading the educational levels of police personnel, it is necessary to compare the current levels with those existent prior to LEEP.

Educational Upgrading:
How Great an Impact?

Efforts to ascertain the education of police officers have been sporadic and unsystematically conducted. Heretofore data have been either limited to a single agency (most notably the New York City Police Department) or incidental to obtaining information for some other purpose.

In common with the employment market at large, police service occupied relatively few college graduates prior to the 1930's. Exceptions to this general condition did exist in Berkeley, California, where a unique relationship between police and the University of California was cultivated by August Vollmer, and during the depression

²⁶Ibid., p. 86.

when otherwise unemployed or low paid college graduates applied for police employment.²⁷ By June 1940, of the 300 recruits appointed to the New York City Police Department more than half held college degrees.²⁸ However, as general economic conditions improved during and after the Second World War, that statistic depreciated dramatically.²⁹ By 1950 a special report released as part of the census indicated the median of school years completed by all officers in the United States as 11.7. Disaggregation of the data revealed that fifty-three percent had not completed high school, thirty-four percent were high school graduates, nine percent had one to three years of college, and three percent had four or more years of college.³⁰

²⁷ John H. McNamara, "Uncertainties in Police Work: The Relevance of Police Recruits' Backgrounds and Training" in David Bordna, ed., The Police: Six Sociological Essays (New York: John Wiley and Sons, 1967), p. 166.

²⁸ Arthur Niederhoffer, Behind the Shield: The Police in Urban Society (Garden City, N.Y.: Doubleday and Co., Inc., 1967), p. 17. Niederhoffer notes that: "These middle-class college men formed the nucleus of the future elite group; before long they began to try to raise the prestige of the police occupation to match their own middle-class ideologies and attainments; to transform it into a profession."

²⁹ John H. McNamara, loc. cit.

³⁰ 1950 United States Census of Population, U.S. Department of Commerce, Bureau of Census Special Report, P.E., Table II, pp. 81-120 and No. 18, Table 10, pp. 18-113, as quoted in William J. Yankee, "A Description and Evaluation of the Associate Degree Law Enforcement Curricula in the Public Community and Junior Colleges of Michigan" (Michigan State University: unpublished Ph.D. dissertation, 1970), p. 6.

The next available information comes from data gathered a decade later in Portland, Oregon. During the period 1959-1962, of 116 men appointed to the Portland, Oregon, Police Department, no more than three percent were college graduates.³¹

Information on police educational levels in 1964 was obtained from a nationwide sample taken by O'Connor and Watson as part of a study of the police role in juvenile delinquency and crime. These data, based upon responses from 6,330 police officers, are presented in Tables 1.1 and 1.2.

TABLE 1.1

POLICE EDUCATIONAL LEVELS IN 1964 BY REGION
REPORTED BY NELSON AND O'CONNOR

States by Region	Percent Attending College	Percent Having One or More Degrees
New England	18.0	4.9
Middle Atlantic	17.6	4.1
South Atlantic	21.6	5.2
Eastern No. Central	27.4	6.4
Eastern So. Central	24.2	4.8
Western No. Central	27.7	4.6
Western So. Central	37.1	6.0
Mountain	39.8	4.6
Pacific	55.5	18.6
Mean	30.3	7.3

Source: George W. O'Connor and Nelson A. Watson, Juvenile Delinquency and Youth Crime: The Police Role (Gaithersburg, Maryland: International Association of Chiefs of Police, 1964), p. 79.

³¹Neiderhoffer, Behind the Shield, op. cit., p. 40.

TABLE 1.2

POLICE EDUCATIONAL LEVELS IN 1964 BY RANK
REPORTED BY NELSON AND O'CONNOR

Rank	Percent Attending College	Percent Having One or More Degrees
Patrolman	25.7	4.4
Detectives	28.8	6.0
Juvenile Officers	38.8	13.4
Administrators	33.6	9.2

Source: Ibid.

Two facts should be particularly noted regarding these data. First, the Pacific states reported much higher educational levels. This is due to the early development of academic programs in law enforcement in California. Secondly, the term degree as utilized by Nelson and O'Connor included both associate and baccalaureate attainment. The percentages reported in that category therefore do not necessarily indicate completion of four or more years of college.

In 1965, Michigan State University's Institute for Community Development and School of Police Administration and Public Safety (now School of Criminal Justice) undertook an extensive study of police training needs in the Detroit Metropolitan region. The study included a survey of police training and educational levels. The

information gathered regarding educational levels is presented in Table 1.3.

TABLE 1.3
POLICE EDUCATIONAL LEVELS IN THE DETROIT
METROPOLITAN REGION: 1965

	Number	Percent
Completion of 4 or More Years of College	183	3%
Completion of 2 But < 4 Years of College	462	8%
Completion of 1 But < 2 Years of College	561	10%
Less Than 1 Year of College	221	4%
High School or Less	4287	75%
Total	5714	

Source: Michigan State University Institute for Community Development, "Police Training in the Detroit Metropolitan Region: Recommendations for a Regional Approach" (Detroit: The Metropolitan Fund, 1966), p. 69.

The next measurement of police educational levels occurred in 1968, studies completed during that year including data pertaining to the amount of college completed by police officers. In the state of Ohio, it was reported that 23 percent of the police officers in four

cities above 100,000 in population had some college credit, and 1.9 percent of these had college degrees (the term degree not specifically defined). In 163 cities in Ohio below 100,000 in population, 11.3 percent of the police officers had attended college, while 1 percent had college degrees. In summary, 1.4 percent or 66 of the 4,846 police officers in Ohio had actual college degrees, and 15.1 percent had attended college.³²

A study of role concepts of police recruits conducted by the International Association of Chiefs of Police in 1968 included gathering data on the educational levels of police recruits in four cities: Baltimore, Cincinnati, Columbus, and Indianapolis. The agencies selected for study were chosen as progressive urban police departments with "outstanding leadership, a sound organizational structure, good personnel training practices, and realistic standards of police performance." As can be seen in Table 1.4, the caliber of such agencies attracts recruits of relatively high educational caliber.

In another IACP survey conducted in 1968, unpublished data indicated that of 4,672 officers in fifty states, some five percent

³²Kent State University Institute of Government Research and Service, "Police Education and Training in Ohio" (Unpublished report to the Ohio Board of Regents, 1968), pp. 22-23.

TABLE 1.4

YEARS OF COLLEGIATE WORK COMPLETED BY RECRUITS
1968 IACP POLICE ROLE STUDY

City	One Year or Less	Two Years	Three Years	Four Years	Total with College Attendance	Percentage of City Total
Balt. (N = 43)	6	0	1	3	10	23.3%
Cin. (N = 39)	12	3	2	1	18	46.2%
Col. (N = 31)	9	2	0	1	12	38.7%
Ind. (N = 39)	5	1	2	1	9	23.1%
Total (N = 152)	32	6	5	6	49	32.5%

Source: James W. Sterling, Changes in Role Concepts of Police Officers (Gaithersburg, Maryland: International Association of Chiefs of Police, 1972), p. 37.

were college graduates.³³ In that same year, it was reported that 7.8 percent of the officers in the San Francisco Police Department had college degrees.³⁴ In the first six months of 1969, of 1,196 New York

³³Nelson A. Watson of the IACP as quoted in: Charles B. Saunders, Jr., Upgrading the American Police (Washington, D.C.: The Brookings Institution, 1970), p. 80.

³⁴Gordon Misner as quoted in George Berkley, The Democratic Policeman, op. cit., p. 87.

City Police Department recruits, 18.7 percent had completed some college study, 1.2 percent having obtained associate degrees, one percent bachelors' degrees, and .1 percent (one individual) the master's degree.³⁵

The last reported measure of police college educational levels was obtained from data gathered between January and September of 1971 in Michigan. Of 1133 officers employed in Michigan during that period some 27% had some college background, while an additional 10% had completed four or more years of college.³⁶

Table 1.5 summarizes the information gathered to date regarding police college educational levels.

Purpose of the Study

Although we know that as a result of the Law Enforcement Education Program, as well as other efforts, a significant impact is being made on upgrading police educational standards, specific data

³⁵George P. McManus, and others, Police Training and Performance Study, a report of the National Institute of Law Enforcement and Criminal Justice (Washington, D.C.: Government Printing Office, 1970), p. 37.

³⁶William C. Nash, "A Study of the Employment Patterns of College Educated Officers in Michigan Police Agencies" (Unpublished mimeographed research paper, Michigan State University, 1972), pp. 7-11.

TABLE 1.5

SUMMARY OF PRIOR STUDIES OF COLLEGIATE
EDUCATION OF POLICE

Year	Location	Recruits Only/ All Personnel	% With Some College	% With Baccalaureate Degree
1950	National	All Personnel	12	3
1960	Portland	Recruits	-	3
1964	National	All Personnel	30	-
1965	Detroit	All Personnel	25	3
1968	Ohio	All Personnel	16	2
1968	Balt., Cinn., Colb., Idpl.	Recruits	32	4
1968	National	All Personnel	-	5
1968	San Francisco	All Personnel	-	8
1969	New York City	Recruits	19	1
1971	Michigan	Recruits	37	10

Note: With Some College includes the percentage with a baccalaureate degree.

regarding that impact is lacking. Necessary is information based on a national sampling of the current educational backgrounds brought to the profession by newly employed police personnel.

The purpose of this study is to gather data on the current educational levels of police recruits as well as related information pertaining to the criteria employed by college educated personnel in selecting a particular agency. Such information will prove useful in several respects to policy decisions regarding the allocation of resources for the educational upgrading effort. More specifically, the information is applicable to policy decisions regarding the Law Enforcement Education Program, implementation of police cadet programs, implementation of agency reward programs for completed education, agency-recruitment efforts, and the development of academic programs in law enforcement or criminal justice. The nature of such application is explained in the following Statement and Rationale of Hypotheses.

Statement and Rationale of Hypotheses

Eight research hypotheses are addressed in this study. Subsumed within the context of these eight research hypotheses are fifty statistically viable hypotheses. The research hypotheses themselves

are not statistically viable, but must be either accepted or rejected on the basis of the statistically viable hypotheses which pertain.

The eight research hypotheses are given below, the statistically viable hypotheses which apply to each are presented in Chapters III and IV.

1. Individuals with a collegiate background are now entering the police service in impressively large numbers.
2. The Law Enforcement Education Program has significantly contributed to raising the educational level of police recruits.
3. Police cadet programs have significantly contributed to raising the educational level of police recruits.
4. Agency reward programs for completed college education have significantly contributed to raising the educational level of police recruits.
5. Agency prestige is the primary consideration of collegiate recruits in selection of a particular agency.
6. Starting annual salary is a significant consideration of collegiate recruits in selection of a particular agency.
7. Anticipated tenure in both present employing agencies and the criminal justice field is influenced by level of education.
8. Police recruits whose academic major is law enforcement are more committed to a career in law enforcement than those majoring in other areas.

Rationale for Hypothesis 1: *Individuals with a collegiate background are now entering the police service in impressively large numbers.*

Of primary importance in evaluating the impact of efforts to upgrade educational levels is a data base assessing the total impact of all programs to professionalize the police. One aspect of such a base should be information of the average educational levels of entering personnel in 1973 compared to 1975, compared to 1977, etc. An educational standard of either a required associate or baccalaureate degree has been recommended in a number of studies, but its feasibility cannot be assessed without data indicative of the educational status of entering personnel.

Also necessary is basic information of the size and type of agency to which educated personnel are attracted. Although crime is not exclusively a "big city" problem, it is widely recognized to have the greatest impact on the quality of life within large urban areas; the Safe Streets Act, for example, has been characterized as a "federal lifeline thrown to our large cities." It is concomitantly evident that professionalization of metropolitan police is the most problematic aspect of general upgrading efforts. James Q. Wilson comments:

First, the prospects for a high level of professionalism in the police forces of many--if not most--large American cities seem dim. There are not in these cities either the governmental arrangements or the institutionalized political ethos necessary to support professionalism against the opposing forces represented by the conditions of the central city. As many large

cities fill up with lower-income people--Negroes, Puerto Ricans or rural whites--the police problem may grow worse. The incidence of hostile police-citizen contacts will likely increase rather than decrease. Further, if there is a continued migration of middle-class homeowners and business firms to the suburbs, the tax resources necessary to support police work may decline at the same time that the cost of law enforcement rises.³⁷

This prognosis is supported by some preliminary data that indicate that large metropolitan police agencies are not attracting their share of the collegiate personnel entering law enforcement. In an analysis of police employment in Michigan municipal agencies for the first nine months of 1971, the pattern of employment depicted in Table 1.6 was revealed.

These data indicate that medium-sized agencies are attracting a higher proportion of collegiate personnel than "big city" departments (in this case, the Class V agencies are the Detroit Police Department and Wayne County Sheriff's Department). Such information has implications for educational funding programs. If this pattern is nationwide, an attempt might be made to direct collegiate personnel to urban agencies by redirecting educational funding to urban colleges, or by offering monetary incentives for employment in such agencies (accelerated forgiveness of LEEP loans?). Obviously current employment

³⁷James Q. Wilson, "The Police and Their Problems: A Theory" in Niederhoffer and Blumberg, ed., The Ambivalent Force: Perspectives on the Police (Waltham, Mass.: Xerox Publishing, 1970), p. 306.

TABLE 1.6

EMPLOYMENT PATTERNS OF NEW POLICE PERSONNEL WITH BACCALAUREATE
DEGREES IN MICHIGAN, JANUARY-SEPTEMBER 1971

	Size of Agency: No. of Sworn Persons				
	Class I (1-10)	Class II (11-50)	Class III (51-100)	Class IV (101-500)	Class V (500+)
Percent of Total Entering Personnel in Agency Class With Baccalaureate Degree	5.3%	15.0%	12.4%	10.6%	8.1%

Source: William C. Nash, loc. cit.

patterns of collegiate personnel have important implications for the future of law enforcement. Hence, Hypothesis One addresses not only aggregate educational levels of police recruits, but educational level by character and size of agency as well.

Rationale for Hypothesis 2: *The Law Enforcement Education Program has significantly contributed to raising the educational level of police recruits.*

Any policy evaluation of the LEEP program should include an assessment of its impact on attracting pre-service personnel to the profession. We do not now know what percentage of newly employed police officers with a college education received such an education

as a result of the LEEP program. The allocative decisions with regard to LEEP funds might be considerably different if, for instance, only twenty percent of newly employed college educated police personnel were "products" of the LEEP program, versus the possibility that ninety percent of such personnel are entering law enforcement as a result of LEEP. If the former is true, then a strong argument can be offered for deemphasizing the pre-service aspect of LEEP. At the same time, if the latter is true, then the opposite argument can be offered. In addition, evaluation of the program also should include an assessment of the degree to which LEEP enhances completion of academic studies and cultivates a commitment to a career in the criminal justice field. Hence, Hypothesis 2 concerns the impact of the Law Enforcement Education Program in these respects.

Rationale for Hypothesis 3: *Police cadet programs have significantly contributed to raising the educational level of police recruits.*

One of the means suggested for attracting better qualified personnel to the police service has been the implementation of police cadet programs. The initiation of such programs was one of the specific recommendations included in the report of the 1967 President's Commission on Law Enforcement and Administration of Justice, The Challenge of Crime in a Free Society. A cadet program is an

arrangement by which a young person 18-21 years of age is employed in a part-time capacity by a police agency (usually twenty hours per week) while he or she at the same time attends college classes. The cadet is a civilian employee, but is utilized in various capacities which are intended to provide him with a career orientation to the police service. Upon reaching 21 years of age, it is understood that the police cadet will be employed as a police officer with the agency. Duties assigned cadets vary significantly from agency to agency and include such work as dispatching, staffing public relations programs, lab assistance, parking meter enforcement, serving subpoenas, and miscellaneous clerical assignments. Some of the more commonly cited advantages of a cadet program are:

1. It attracts and recruits young men and women before they are committed to other occupations.
2. Long probation periods are provided by the cadet system. Potential policemen are observed for several years rather than the one-year probationary period normally established.
3. Longer training periods are provided. The cadet can and should actually be in training for police service throughout his cadet career.
4. Regular sworn personnel are released from clerical and routine duties for assignment to basic police functions when cadets are available.
5. When combined with a college program, the cadet system will produce at twenty-one years of age a candidate for police service who has not only

received training, experience, and education, but has been closely observed over a period of years for defects in character or attitude that would adversely affect his performance as a policeman.³⁸

It should be noted that many cadet programs were not initially combined work-study arrangements. Some were initiated instead to merely attract promising high school graduates to police service before they embarked on another career during the three year hiatus before being eligible for police service. However, through primarily the efforts of community colleges, these programs now almost all have educational components:

Through a cadet program the community college can offer to be a partner with the police department in career preparation and it is the wise police department that requires the cadet to attend his local college part-time. Such a joint effort should gradually insure the adequate flow of motivated young men with some departmental orientation into the recruit ranks, but even more significant, it will incorporate higher education into the recruitment process.³⁹

The availability of Law Enforcement Assistance Administration Grants enhanced the implementation cadet programs. A number of police agencies implemented such programs in the late 1960's with financial

³⁸Thompson S. Crockett and James D. Stinchcomb, Guidelines for Law Enforcement Education Programs in Community and Junior Colleges (Washington: American Association of Community and Junior Colleges, 1968), p. 27.

³⁹James D. Stinchcomb, "The Community College and Its Impact," The Police Chief, August 1966, p. 30.

assistance from the federal government. However, such programs have not met with overwhelming success. Three primary problems have been encountered in managing cadet programs:

1. The difficulty in identifying potentially desirable police officers at eighteen years of age.
2. Attrition rate in the programs (primarily attributed to the age of the participants).
3. Difficulty in finding meaningful assignments for which cadets are qualified outside of routine clerical duties.

Precise data is not available, but it can be reasonably estimated that 25% of agencies of over 200 sworn personnel have implemented cadet programs. An effort will be made to partially assess the impact of cadet programs in this study by ascertaining the total percentage of police recruits that participated in such programs, and whether participation in such programs relates to academic degree attainment and expected tenure in the field.

Rationale for Hypothesis 4: *Agency reward programs for completed college education have significantly contributed to raising the educational level of police recruits.*

A third type of program included in efforts to educationally upgrade the police has been the granting of a reward for completed education to police officers. Reward programs implemented to date have been of four types:

1. A percentage salary increment, i.e., an "x" percent annual salary bonus for those officers who have completed an academic degree, or "x" amount of dollars for each credit of college work completed;
2. A seniority salary increment, i.e., those police recruits who have completed a certain amount of college are given a starting annual salary equivalent to "x" amount of years of service;
3. Shorter time in rank before qualifying for promotion, i.e., police officers with a baccalaureate degree or some other increment of college education are eligible to take promotional examinations in a shorter period of time than others;
4. Special preference given for particular types of assignments, such as tactical units, crisis intervention units, special investigative units.

The implementation of incentive rewards for completed education has been recommended by both the President's Commission on Law

Enforcement and Administration of Justice,⁴⁰ and the Commission on Criminal Justice Standards and Goals. The recommendation made by the Commission on Standards and Goals was very specific:

Incentive pay should be provided for the attainment of specified levels of academic achievement. This pay should be in addition to any other salary incentive. It should amount to at least 2.5 percent of the employee's current salary for each 30 semester units of college work completed in pursuance of a degree that will lead, directly or indirectly, to service betterment warranting the expense of the salary incentive.⁴¹

Reward programs for completed education are only now becoming widely implemented. In 1968, according to a study of the International Association of Chiefs of Police, less than twelve percent of 427 departments reporting in a national selection standard survey provided preferential pay incentives for credit toward college degrees.⁴² A more comprehensive study conducted in the State of Ohio in that same year revealed that three percent of the Ohio agencies awarded salary increments for given amounts of college work, while an additional seven and one half percent awarded extra points (credit) towards promotional examination grades.⁴³

⁴⁰Task Force Report: The Police, op. cit., p. 140.

⁴¹Report on the Police, op. cit., p. 372.

⁴²Unpublished 1968 IACP training survey as quoted in Saunders, op. cit., p. 84.

⁴³Kent State University Institute of Government Research and Service, op. cit., p. 23.

The number of agencies offering a reward for completed education has grown steadily since 1968. The precise number of agencies that currently offer incentive rewards is not known. However, to illustrate the gain in the popularity of such plans, it should be noted that statewide salary incentive reward plans have been implemented by Kentucky, Florida, and Massachusetts. A statewide incentive pay plan was established by Florida's revenue sharing act of 1972. The state government reimburses each county and municipal government for participation in a state supervised police education incentive plan.⁴⁴ In 1971 the Massachusetts legislature passed the Police Pay Incentive Program, which authorizes the state to subsidize salary increases of up to fifteen percent to policemen having an associate degree, twenty percent for a bachelor's degree, and thirty percent for a masters or law degree. The city of Boston has already authorized half of these maximum allowable increases.⁴⁵

A survey of West Coast police agencies, conducted by the Los Angeles Police Department in 1968, elicited such favorable comments concerning incentive salary plans as:

⁴⁴Commission on Criminal Justice Standards and Goals, Report on the Police, op. cit., p. 374.

⁴⁵Jonathon Hoffman, "Can Colleges Make Better Cops?," College Management, November 1972, p. 16.

The recruitment of college-educated applicants has risen significantly . . .

The increased level of education has created better community rapport . . .

The number of officers enrolled in or having completed college has increased significantly . . .⁴⁶

An attempt is made in this study to gain some additional insight into the impact of such programs by measuring police recruits' attitudes towards such rewards, and comparing the existence of such rewards with the employment patterns of collegeeducated police recruits.

Rationale for Hypothesis 5: *Agency prestige is the primary consideration of collegiate recruits in selection of a particular agency.*

As stated above, to measure the impact of educational upgrading efforts it is necessary to not only determine the aggregate educational levels of entering police recruits, but also, to ascertain employment patterns by educational level. If certain patterns do emerge, then it is also important to determine the factors which are attracting college personnel to agency "X" rather than agency "y." Two factors which might attract collegiate personnel to a particular agency have been alluded to in the discussion of prior hypotheses, cadet programs

⁴⁶Commission on Criminal Justice Standards and Goals, loc. cit.

and reward programs for completed education. However, it is necessary to also attempt to ascertain what other kinds of considerations might affect the selection of a particular agency by collegiate personnel.

Six factors are postulated as having possible relevance:

1. The particular agency was the only available police employment at the time.
2. The employing agency's salary was favorable compared to others.
3. The employing agency's prestige was favorable compared to others.
4. The nature of the jurisdiction (i.e., suburban vs urban; lower-class vs middle-class, etc.) held some particular kind of appeal.
5. The particular agency's recruitment efforts were better than others.
6. The agency's career and promotion opportunities were better than others.

It is wise to determine the relative importance of these factors as they bear upon choice of employment before agencies launch extensive programs to attract collegiate personnel. The ranked importance of these factors definitely affect the types of recruitment programs appropriate.

Preliminary information indicates that agency prestige may be more important than the other factors listed. Following is a pertinent excerpt from Police Compensation, a research study for the President's Commission on Crime and Criminal Justice:

The Educational standard for law enforcement of less than high school will seriously affect the quality of police recruits who will be attracted to the position. There is a kind of "Gresham's Law" which operates in recruitment standards. The recruiting agency tends to attract in greatest quantity the persons who barely meet the minimum standards for the position. Persons whose educational attainment exceeds the minimum standards for a position will not often apply for a position which requires lesser standards of education.⁴⁷

The fact that a "Gresham's Law" effect does affect police recruitment efforts is supported by reports from agencies which have initiated higher educational standards. Multnomah County, Oregon, was one of the first police agencies in the country to adopt a baccalaureate requirement. In a recent article regarding that agency's experience with such a requirement, the Sheriff's Department training sergeant, James K. Weber, commented:

Four hundred and twenty-nine applicants sought employment with Multnomah County in 1971. Twenty men were hired during this period reflecting a "hired" to "applied" ratio of 1:22 The baccalaureate requirement, itself, appears to have a magnetizing effect on recruiting graduates. The appeal to work for a police agency requiring four years of college as an entrance requirement has become a standard response of applicants when asked why they applied for a position with our department.⁴⁸

⁴⁷As quoted in Carl F. Lutz, "Overcoming Obstacles to Professionalism," in Harry W. More, Jr., Critical Issues in Law Enforcement (Cincinnati: W. H. Anderson, 1972), p. 394.

⁴⁸James K. Weber, "It Can Work for You," The Police Chief, 40:10 (October, 1973), p. 41.

A similar observation was elicited from William F. Danielson, Director of Personnel for the city of Berkeley, California:

For several years the cities of San Jose and Berkeley have required two years of college to apply for police positions. It has been my experience in Berkeley, and I understand in San Jose as well, that many college graduates and young men with substantial college education have been attracted to apply for police positions in these departments because of the high educational standard.⁴⁹

These reports indicate a significant relationship between the existence of educational standards and the attraction of educated personnel.

This phenomenon supports the inference that agency prestige is primary among considerations to seek employment with a particular agency by collegiate personnel.

Rationale for Hypothesis 6: *Starting annual salary is a significant consideration of collegiate recruits in selection of a particular agency.*

Whenever thought is given to upgrading a particular occupation, one of the first factors examined is the occupational salary level. There is considerable variation in police salary levels among sizes and types of jurisdictions: Large, suburban, and state agencies

⁴⁹California Commission on Peace Officer Standards and Training, Symposium on Professional Police--Fact or Fantasy, Proceedings of a Symposium Held at Goodman Hall, Oakland, California, April 3, 1968 (Printed by State of California Department of Justice, 1968), p. 9.

tending to offer better salaries. The best salaries tend to be available in large, suburban police agencies, while rural sheriff agencies offer the lowest salary levels.

The reported influence of salary level on the choice of a particular agency may tend to be distorted by socially desirable response sets. Therefore, it is important to analyze salary level independent of the considerations enumerated in the rationale for Hypothesis Five. It would be reasonable to expect that salary level is at least a significant consideration (although possibly not the primary consideration) in determining the choice of a particular agency.

Rationale for Hypothesis 7: *Anticipated tenure in both present employing agencies and the criminal justice field is influenced by level of education.*

A scarcity of data exists relating levels of education to tenure with law enforcement agencies. There are conflicting reports from the information that has been gathered. In a study of 14 California jurisdictions involving some 5,000 individual cases, level of education and tenure were negatively correlated.⁵⁰ In a study of New York City police recruits, it was similarly found that:

⁵⁰Ruth Levy in California Commission on Peace Officer Standards and Training, Symposium on Professional Police--Fact or Fantasy (1968), op. cit., p. 42.

It is particularly noteworthy that one-third of the college-educated recruits in 1957 (8 out of 24) were found to have left the force by 1968, compared to 19 percent of the men who had not graduated from college The data suggest that many men who represent the Department's view of a desirable candidate, especially college-educated men, will have shorter tenure than the average officer unless the Department consciously attempts to determine the source of dissatisfaction among such officers and modifies its personnel policies accordingly.⁵¹

However, a report from the Multnomah County, Oregon Sheriff's Department indicates that the attrition rate of college educated officers differs little from other police personnel.⁵² It is thus difficult to conclude just what the influence of educational level might be with regard to tenure, and Hypothesis Seven is stated in non-directional terms.

Rationale for Hypothesis 8: *Police recruits whose academic major is law enforcement are more committed to a career in law enforcement than those majoring in other areas.*

It would seem logical to examine not only educational levels of police recruits, but also the nature of their educational experience. Individuals enter police service with diverse educational backgrounds. Although academic programs in law enforcement have proliferated, little documentation exists to substantiate the

⁵¹ Cohen and Chaiken, op. cit., pp. 112, 113.

⁵² James K. Weber, op. cit., p. 42.

establishment of specific courses of study in this area, other than the obvious fact that the existence of an academic major in a particular field undoubtedly attracts more students to that occupational concern than would otherwise be the case. The only information that exists regarding performance of the police role among individuals with different college backgrounds is personal opinion indicating there is no difference in performance between those who major in law enforcement and those majoring in other fields of study.⁵³

Evidence does exist, however, which indicates that those majoring in law enforcement may be more committed to a career in the field. In the study of 5,000 officers in fourteen California jurisdictions alluded to above, it was observed that more personnel who had attended police science courses before employment remained in the law enforcement field.⁵⁴ It is true that one study is a scant bit of evidence, but such evidence is bolstered by the logical soundness of the supposition. Hence, Hypothesis Eight postulates that law enforcement majors are more committed to a career in the field.

⁵³One such observation was made in personal correspondence dated September 24, 1973 between the author and Major Lou Rowlett, Director of Personnel, Baltimore Police Department: "There appears to be no significant difference in the performance of college graduates by their major course of study." Statements by other police administrators also support this view.

⁵⁴Ruth Levy, op. cit., p. 42.

Evidence supporting this hypothesis would add credibility to attempts to establish academic programs in this field of study.

Relevance of the Study

Whether or not current efforts to upgrade the quality of police personnel are adequate is undecided. LEEP appropriations have been leveled at approximately \$40,000,000 per year, while requests from institutions for funds far exceed this figure.⁵⁵ This level of effort has been criticized as inadequate:

The priorities expressed in the omnibus crime bill of 1968 reflect the traditional faith in equipment and technology as the means to affect crime statistics. The bill creates unrealistic expectations and accentuates many of the pressures which already limit police effectiveness. It may actually divert attention from the central problems of police personnel and encourage the tendencies of local departments to manipulate statistics, assign arrest quotas, buy more shiny patrol cars, and otherwise engage in image-building to justify further federal funds.⁵⁶

The Law Enforcement Assistance Administration has been specifically criticized for failing to provide adequate support to expand faculty

⁵⁵Personal conversation with Mr. Carl W. Hamm, Educational Development Program Manager, Office of Educational and Manpower Assistance, Law Enforcement Assistance Administration, October 15, 1973.

⁵⁶Charles B. Saunders, op. cit., p.

resources of academic programs. Almost all aid has been in the form of student support. Many educators feel that this condition fosters development of "fly by night" programs which will collapse as soon as federal support is withdrawn.

Law enforcement agencies have been even more severely attacked for inadequate efforts to attract college personnel. It should be noted that only a handful of agencies actually do recruit on college campuses, and the implementation of reward programs for completed education has often been more the result of outside prodding than self-initiated agency action.

In a sense, then, the rationale for the hypotheses presented in this study all relate to an assessment of the aggregate adequacy of current efforts to educationally upgrade the police. The scope of the study will not, of course, allow definitive conclusions to be drawn with regard to each type of effort enumerated. However, the information provided will contribute to that goal.

Definition of Terms

In an effort to clarify a number of terms used in a particular manner in this study, the following definitions are provided.

Criminal Justice: In the generic sense, criminal justice refers to the entire process or system to which an individual could be exposed from the point of commission of a crime to the point of rehabilitation. This includes the police, the courts, and correctional agencies. These are referred to as the criminal justice system. In terms of academic program, criminal justice refers to a unified program under which all the agencies and the relationships are considered together.

Law Enforcement: The term refers to those agencies which, as members of executive branches our federal, state, and local governments, are invested with the power to enforce law by arrest. In terms of academic programs, law enforcement refers to those programs focusing upon the study of the police and only incidentally including consideration of other criminal justice agencies.

Law Enforcement Major: This term is utilized herein to refer to those students whose primary college course of study was in an academic department with either a law enforcement or criminal justice orientation.

LEEP: The Law Enforcement Education Program as authorized by Section 406 of the Omnibus Safe Streets and Crime Control Act of 1968, as amended in 1970 and 1973.

Some College--or--Collegiate Background: These two terms are used interchangeably herein to refer to those individuals who have completed at least one year of study in an accredited institution of higher education.

Format of the Study

This study is organized into five chapters.

Chapter One, THE PROBLEM, includes the need for the study, purpose of the study, statement and rationale of the hypotheses, relevance of the study, definition of terms, and format of the study.

Chapter Two, A REVIEW OF THE LITERATURE, contains a review of the police role and its relation to higher education.

Chapter Three, RESEARCH METHODOLOGY, includes the scope of the study, the nature of the sample utilized, the nature of the data gathered, and the analytic techniques utilized.

Chapter Four, ANALYSIS OF DATA, contains a presentation of the information gathered in the study, as well as commentary regarding its meaning and significance.

Chapter Five, SUMMARY AND CONCLUSIONS, contains a synopsis of the major findings of the study, as well as commentary regarding the nature of the conclusions which can be drawn.

CHAPTER II

REVIEW OF THE LITERATURE

In Chapter I the context of this study is described as:

1) the problem of crime as it has increased in the United States during the past decade, 2) consensus agreement that we must upgrade the quality of police personnel in order to effectively combat the problem of crime, 3) the primary initiator of upgrading efforts being the Safe Streets Act of 1968, and 4) the precise role of this study as one evaluative measure of the impact of educational upgrading efforts.

Had it not been for a spiraling crime rate, the magnitude of current efforts to upgrade America's police would be negligible; and hence, no need would exist for the study. Reducing crime is not, however, the only rationale for educationally upgrading the police. It would be remiss to leave the impression that this is the case. Therefore, in Chapter II the police role in our society is more closely examined as it relates to two other reasons for educationally upgrading the police.

The Police Role: Diversity as a Descriptor

Few people in American society really understand what constitutes the urban police function. The media depict the police exclusively as crime fighters. The crime fighting image presented takes two extremes, one characterizing the typical police officer as having the cunning of Sherlock Homes and bravado of Matt Dillon, while at the other extreme as the bumbling idiot always needing the help of a private investigator. In reality, the vast majority of urban police officers are not anything akin to crime fighters. Specific assignments which involve only the control of criminal conduct exist only in special tactical units or investigative bureaus, and then within certain carefully defined bounds.

A second misconceived image of the police results from the traffic patrol function assigned to law enforcement. Middle-class contact with police officers is generally limited to traffic related incidents. Unfortunately such contact fosters a perception of the police role which is unduly simplistic. Traffic law enforcement involves few skills beyond alert observation. The function is regarded as an onerous chore by most police officers, the motivational force for vigorously performing the function characterized by the phrase "a ticket a day keeps the sergeant away." Yet, outside of "misinformation"

presented through the media, the traffic enforcement function is all the general public ever sees of the police role.

Unfortunately, neither the traffic enforcement nor crime fighting function lend much credibility to platitudes to educationally upgrade the police. The crime fighting role really involves talent which would best be characterized as "craftsmanship skills" to which a college education lends very little. At the same time, the traffic enforcement function is so mundane that by no stretch of the imagination is a baccalaureate degree a necessary qualification to perform the same. These functions are not, however, the heart of urban uniform police work.

The police task is far more complex and diverse than is popularly conceived. The American Bar Association comments:

The police should be recognized as having complex and multiple tasks to perform in addition to identifying and apprehending persons committing serious criminal offenses. Such other police tasks include protection of certain rights such as to speak and to assemble, participation either directly or in conjunction with other public and social agencies in the prevention of criminal and delinquent behavior, maintenance of order and control of pedestrian and vehicular traffic, resolution of conflict, and assistance to citizens in need of help such as the person who is mentally ill, the chronic alcoholic, or the drug addict.⁵⁷

⁵⁷ American Bar Association, The Urban Police Function, op. cit., p. 7.

The diversity of the task is best illustrated by examining calls for service made to the police. Table 2.1 illustrates the nature of such requests for service in a medium-sized municipal jurisdiction. Note that only ten percent of the requests for service involve control of criminal behavior per se. A large number, thirty percent, involved the management of disputes which sometime include behavior defined as criminal. However, seldom in these situations is the sanction of arrest appropriate resolution. The remainder of the calls are requests for the management of non-criminal situations of some kind.

However, not all of a patrolman's time is spent answering calls for service. A categorization of the percent of time spent performing various functions by police officers in New York City is presented in Table 2.2.

If patrol and observation are conceived of as primarily a crime control function, then the data in Table 2.2 indicate the police role involves greater emphasis on enforcement of the criminal code than inferences based solely on calls for service. The often heard claim that only 10% of police work involves criminal conduct is therefore inaccurate. However, in most communities the vast majority of patrolmen are assigned to motorized patrol, and in this instance, crime control, even broadly defined, still occupies less than half of a police officer's time.

TABLE 2.1

CITIZEN COMPLAINTS RADIOED TO PATROL VEHICLES
 SYRACUSE POLICE DEPARTMENT, JUNE 3-9, 1966
 (BASED ON A ONE-FIFTH SAMPLE OF A WEEK'S CALLS)

Calls	Number in Sample	Full count (sample multiplied by 5)	Percent
Information gathering	69	345	22.1
Book and check			
Get a report			
Service	117	585	37.5
Accidents, illnesses, ambulance calls			
Animals			
Assist a person			
Drunk person			
Escort vehicle			
Fire, power line or tree down			
Lost or found person or property			
Property damage			
Order maintenance	94	470	30.1
Gang disturbance			
Family trouble			
Assault, fight			
Investigation			
Neighbor trouble			
Law enforcement	32	160	10.3
Burglary in progress			
Check a car			
Open door, window			
Prowler			
Make an arrest			
Totals	312	1,560	100.0

Source: James Q. Wilson, Varieties of Police Behavior (Cambridge,
 Mass.: Harvard University Press, 1968), p. 18.

TABLE 2.2
 JOB ASSIGNMENTS FOR PATROLMEN
 NEW YORK CITY, 1969

Job Category	Percent of Time	
	Foot Patrol	Motorized Patrol
Patrol and observation	53	36
Public service	17	17
Investigations	4	12
Disputes	1	4
Assist other agencies	0	3
Miscellaneous services	0	9
Enforcement	1	3
Reporting	2	4
Community relations	5	1
Other	16	11
Total	100	100

Source: John F. Skelly as cited in George P. McManus, op. cit., p. 17.

It has been observed that diversity in the police task is not a new phenomenon; the function of the police has always been more accurately described as "maintenance of order" rather than "crime control."⁵⁸ It is clear, however, that urbanization has intensified

⁵⁸Victor G. Strecher, The Environment of Law Enforcement (Englewood Cliffs, N.J.: Prentice-Hall, 1971), p. 96: "From the historical accounts of policing in North America, it may be concluded that there has never really been a progression away from crime fighting and toward general service functions, as police folklore would have it. From the earliest days, it is clear, those appointed to law enforcement positions were charged with solving all of the safety and security problems of the community as well as with enforcing laws."

and complicated the order maintenance function of the police. The Education and Training Task Force of the Police Foundation commented upon the change in the police role which has resulted from urbanization:

There has been so vast an expansion in demands made on the police that the police really have become a different institution. In the past, only a select group of people were ever in need of police help--that is, those people who really had no place else to turn. Urban life as we know it is so generally precarious that none of us can count ourselves safe, and all of us may at some time or another have to invoke the policeman's help in a striking variety of problems. Thus, a different kind of person is required to meet the needs of the bona-fide members of society.⁵⁹

The complexity of the social role of the urban policeman is evident in the sociological description of the role offered by James Q. Wilson:

In sum, the order-maintenance function of the patrolman defines his role and that role, which is unlike that of any other occupation, can be described as one in which sub-professionals, working alone, exercise wide discretion in matters of utmost importance (life and death, honor and dishonor) in an environment that is apprehensive and perhaps hostile.⁶⁰

The key term in this description of the police role is "order maintenance function." Wilson goes on to point out that understanding the order-maintenance function of the police as it contrasts to their

⁵⁹Education and Training Task Force Report, Police Foundation, op. cit., p. 30.

⁶⁰James Q. Wilson, Varieties of Police Behavior, op. cit., p. 30.

law enforcement function is fundamental to understanding the police role:

The difference between order maintenance and law enforcement is not simply the difference between "little stuff" and "real crime" or between misdemeanors and felonies. The distinction is fundamental to the police role, for the two functions involve quite dissimilar police actions and judgments. Order maintenance arises out of a dispute among citizens who accuse each other of being at fault; law enforcement arises out of the victimization of an innocent party by a person whose guilt must be proved.⁶¹

Wilson's description of the order maintenance function can be characterized by the terminology "management of conflict situations to bring about consensual resolution." In urban areas the lower socio-economic strata have come to depend upon the police to manage a wide variety of conflict situations. The police "perform the functions of family counselors, obstetricians, agents of socialization for potential delinquents, and myriad roles associated in other socio-economic strata with the family or other more specialized agencies of social control."⁶²

The term "order maintenance," used by Wilson and numerous other authors, is meant to be synonymous with the terms "service function" or "social work function" of the police. Utilization of the term as synonymous to "social work function," however, creates considerable

⁶¹James Q. Wilson, "What Makes a Better Policeman?," Atlantic, 223 (March 1969), p. 131.

⁶²John H. McNamara, op. cit., p. 164.

confusion. The term "order maintenance" is better used with a meaning synonymous to "situational management." Conceived of in this manner, order maintenance becomes the omni-purpose of the police, while law enforcement and social work are the means to effect this purpose. This brings us to an important conceptual point--law enforcement and social work are not separate functions of the police, they are instead alternative techniques utilized to resolve conflict situations. Furthermore, the resolution of conflict situations does not involve employing one technique or the other, but rather the employment of both techniques concurrently with an emphasis on one versus the other as the situation demands. This fact was emphasized by Bittner in a study of police--community interaction in a "skid-row" area:

Though our interest was focused initially on those police procedures that did not involve invoking the law, we found that the two cannot be separated. The reason for the connection is given in the circumstance that the roles of the "law officer" and of the "peace officer" are enacted by the same person and thus are contiguous. According to our observations, patrolmen do not act alternatively as one or the other, with certain actions being determined by the intended objective of keeping the peace and other being determined by the duty to enforce the law. Instead, we have found that peace keeping occasionally acquires the external aspects of law enforcement. This makes it specious to inquire whether or not police discretion in invoking the law conforms with the intention of some specific legal formula. The real reason behind an arrest is

virtually always the actual state of particular social situations, or of the skid-row area in general.⁶³

Thus, the "true" role of the police officer does not consist either of law enforcement or social work, but rather order maintenance--defined as the management of conflict situations. However, it must be realized that the two techniques utilized to perform the function of order maintenance, law enforcement and social work, involve fundamentally conflicting value systems. Associated with the term social work are descriptors such as helper, counselor, and facilitator. In contrast, associated with the term law enforcement are descriptors such as controller, authority, and restrictor. The difficulty in maintaining a congruent self-image while employing both kinds of techniques is immense. Numerous studies have documented the fact that most police officers resolve the conflict by rejecting any social work image and conceiving of themselves exclusively as crime fighters. Whenever this occurs, the ability of a police officer to resolve conflict situations without invoking the criminal process, i.e. arrest, is greatly diminished.

⁶³Egon Bittner, "The Police on Skid-Row," in Richard Quinney, ed., Crime and Justice in Society (Boston: Little, Brown and Company, 1969), p. 192.

Educational Upgrading:
A Second Rationale

The police role, then, is diverse and complex, involving the simultaneous utilization of two contradictory philosophic orientations. The question which follows is: How can we improve the ability of the police officer to cope with the role conflict thus created, in order to enable him to perform the task of order maintenance without utilizing repressive techniques?

It is obvious that police training is not the answer. Police training programs have traditionally emphasized the more mechanical aspects of the law enforcement task. These programs, of necessity, deal with subjects such as preservation of crime scenes, proper collection of evidence, motor vehicle codes, and physical and firearms training. Police training academies have neither the time or ability to educate officers to deal with social conflict or understand human behavior. Robert E. McCann, Director of Training for the Chicago Police Department, comments that "the training programs we have established teach a man how to behave for the twenty percent of the time that he has to operate in a crime situation; and eighty percent of his time we scarcely touch as far as training is concerned."⁶⁴ In John

⁶⁴Selected Presentations from the 1970 National Conference on Law Enforcement Education, Proceedings of a Symposium Held at Jacksonville, Florida, February 1-3, 1970 (Washington; Government Printing Office, 1970), p. 15.

McNamara's study of the New York City Police Training Academy, it was found that police training methodologies resembled much closer a military training model than an academic professional model:

Perhaps our most significant inference from the analysis of the data on the New York Police Department is that a training program for police recruits faces two major dilemmas in preparing recruits for their later duties in the field. The first involves the question of whether to emphasize training strategies aimed at the development of self-directed and autonomous personnel or to emphasize strategies aimed at developing personnel over whom the organization can easily exercise control. It appears that the second strategy is the one most often emphasized.⁶⁵

Such training fails to recognize the autonomous nature of the police task. Police officers in the daily routine of keeping the peace do not function as members of a highly coordinated military unit, despite the military overtones of police decorum. Once the daily lineup and inspection is finished all resemblances to a military operation cease. The highly structured bureaucratic organization of which the police officer is a part does not follow him on to the street--field supervision is minimal:

As indicated previously, police work is a unique and specialized kind of occupation. This uniqueness is highlighted by the fact that police must work within a bureaucratic framework of rules and regulations promulgated by a centralized authority. Yet, in actual practice, the police officer

⁶⁵ John H. McNamara, in David Bordua, op. cit., p. 251.

on the job must act alone, making decisions and discretionary judgments which affect the lives of other people.⁶⁶

It is the individual officer, working by himself on the street, who must make the kind of discretionary judgments which mean the difference between fair or biased enforcement of the law. There are such a multitude of situations which are confronted, each with individual circumstances, that there exists no way to issue written policy directives which will provide definitive guidance in every kind of circumstance. A police officer must perform instinctively on his own initiative and make instantaneous judgments: to shoot or to hold fire, to arrest or desist, to use force or friendly persuasion, to act or not to act.⁶⁷

The questions which are left to individual police officers to decide are critical to the quality of justice in our society. It is largely on the streets where the questions of how much pluralism and diversity our society will tolerate are answered. The judgments made

⁶⁶Franklin G. Ashburn, "Changing the Rhetoric of Professionalism" in Innovation in Law Enforcement, a report of the National Institute of Law Enforcement and Criminal Justice (Washington: Government Printing Office, 1973), pp. 7-8.

⁶⁷William W. Turner, op. cit., p. 22.

regarding these questions are enforced by an incredible range of techniques, from friendly persuasion to summary execution.⁶⁸

The kind of training which is necessary to produce individuals capable of making such judgments in a manner consistent with democratic philosophy cannot be provided by police training academies. The kind of training necessary to create tolerant, humane, and skilled professionals is characterized by the word "education":

Further, the transformation of the United States from a rural to an urban society, the tremendous social problems resulting from herding people together in vast conglomerations around urban centers, the rapid acceleration of the drive for equality, the breakdown of many of our institutions which have heretofore maintained social stability, pose problems for police which are greater in both magnitude and complexity than those which they have faced before. We believe they demand changes in some of our approaches to police work. They require an increasing knowledge of the social sciences, especially psychology and sociology, and they require the capacity to adapt an array of technological devices to police work.⁶⁹

Peter J. Lejins has documented the means by which an educational background would enhance a police officer's ability to handle a number of social conflict circumstances. The explanation is rather

⁶⁸Police Foundation, Education and Training Task Force Report, op. cit., p. 33.

⁶⁹International Association of Police Professors (now American Academy of Criminal Justice Sciences), "Report of the Committee to Establish Guidelines for the Development of Law Enforcement Programs" (Mimeographed, 1966), p. 2.

lengthy, but is stated so well that it is very difficult to paraphrase:

1. Among the frequent disturbances to which a policeman is called are family conflicts, which often reach the level of disturbances of the peace, fights, assault and manslaughter. It stands to reason that an officer who has been exposed to some educational experience in the area of family relationships, the types of family conflict and the way they run their course, would approach this type of disturbance with a much broader and sounder perspective than someone equipped with many conventional folklore stereotypes permeated by punitive, disciplinary or ridiculing impulses
2. An even more obvious example is a disturbance anchored in the area of ethnic relations and ethnic tensions. Exposure to the university-level study of ethnic relations, contributing an historical and broader perspective . . . again suggests itself, and again one would expect that such study would tend to diminish the effect of prejudice, racial and ethnic stereotypes, erroneous and often exaggerated, rumors, etc.
3. Still another example is the handling of disturbances for which mentally abnormal people are responsible. The use of conventional and straight-forward evaluations of behavior as being or not being a violation of law, and the use of conventional law enforcement steps to arrest the ongoing violation and secure the violator for action of the criminal justice system, would often cause unnecessary harm to the perpetrator, who is viewed by contemporary society as a sick person, and to the community itself, by injecting what basically amounts to an improper solution of the problem
4. Whatever has been said with regard to the above three categories of disturbances could be properly restated with regard to the handling of drunks and drug addicts

5. And finally, let us take the so-called area of civil rights and contemporary struggles for them, which often express themselves in disturbances and so-called riots. Here again the quick and sharp discernment between permissible actions in terms of freedom of speech, and freedom of demonstration, and actions that violate the individual rights of others and have all the characteristics of plain criminal acts, presupposes alert and sophisticated individuals. Persons without any higher education, acquired either in their college-age period or subsequently by means of adult education and in-service training, can hardly be cast in the role of the wise law enforcement officer who manages to lessen the tensions between ideologically antagonistic mobs, protects the rights of innocent bystanders and would-be victims, and contains the amount of violence⁷⁰

It is true that in many police agencies officers perform numerous mundane tasks such as directing traffic, issuing parking tickets, conducting permit inspections, and driving tow trucks. Performance of such tasks obviously does not require collegiate training. However, such routine tasks are rapidly being turned over to civilian employees and other governmental agencies. Thus, "police officers are left with their more essential task which includes social control in a period of increasing social turmoil, preservation of our constitutional guarantees, and exercise of the broadest range of discretion--sometimes

⁷⁰ Peter P. Lejins, Introducing a Law Enforcement Curriculum at a State University, a report of the National Institute of Law Enforcement and Criminal Justice (Washington: Government Printing Office, 1970), pp. 13-16.

involving life and death decisions--of any government service."⁷¹ The

Education and Training Task Force of the Police Foundation comments:

The job defining that delicate balance between liberty and order, of applying wisdom, of being flexible, of using discretion and, most particularly, of seeing the mundane and trivial in a broader legal and moral context is an intellectually and psychologically awesome one. This is a job that requires not minimal maturity, not marginal intelligence, not narrowness of view, not vulgarity of spirit, but rather vision, courage, sensitivity, and depth. All things being equal (and with exceptions) the most talented and the most responsible people in society are found as a class among those who seek the highest educational attainment. We are not saying that policemen ought to become educated but that educated persons ought to become policemen.⁷²

If the tasks performed by the police are those normally performed by professionals, and if professionals are normally prepared for the role they fulfill by an academic program of study, then so ought the police be prepared.

Thus, it is the nature of the police function as it relates to conflict resolution which is the substance of the second rationale for educationally upgrading the police. Conflict resolution--or order maintenance--in an urban society involves the concurrent employment

⁷¹ National Advisory Commission on Criminal Justice Standards and Goals, Report on the Police, op. cit., p. 370.

⁷² Police Foundation, Education and Training Task Force Report, op. cit., p. 31.

of both social work and law enforcement techniques. Whether or not these techniques are employed at the appropriate time and in an appropriate manner means the difference between successful and unsuccessful resolution of conflict. Unsuccessful resolution of conflict extols a human cost whether or not criminal behavior eventually results.

As stated above, the necessity of utilizing two philosophically conflicting techniques (social work versus law enforcement) results in role conflict for police officers. This conflict is currently too often resolved by rejection of a social work image and adoption of a crime fighting self-concept. Unfortunately, the crime fighting self-concept greatly inhibits the ability of a police officer to successfully resolve a situation which is more appropriately handled by social counseling techniques. The fact that college educated individuals are more able to cope with role conflict, and the fact that a college education provides one with a social perspective more conducive to abilities related to social counseling, is the basis for a second rationale for educational upgrading.

The Police Role: Immense Discretion

The police have become the most critical and perhaps the most powerful component of the criminal justice system. Most of us do not

fully comprehend the implications of the awesome power that the police possess in their exercise of discretion to arrest.⁷³ Although the police are formally organized as a part of the criminal justice system only to maintain public order and identify probable perpetrators of crime, it is apparent that they are actually involved in enacting justice by deciding when and where to invoke the sanction of arrest.⁷⁴ Arrest is a powerful weapon. In many, if not most cases, it is a form of punishment in and of itself, even though it is formally conceived of as merely the beginning of the criminal justice process. The overwhelming majority of criminal cases, most studies put the figure near ninety-five percent, are disposed of by guilty pleas. Judicial discretion in relation to determination of guilt is thus much more limited than popularly thought:

In practice the average policeman exercises greater judicial discretion over cases than does a judge on the court bench. In a recent Chicago study conducted in connection with a legal services program for youthful offenders, it was established that out of 500 possible arrest situations the police had arrested 100 persons and finally presented a total of 40 for court action. The criteria employed in this decision-making process as to which cases were proper subjects

⁷³ Arthur Niederhoffer and Abraham S. Blumberg, The Ambivalent Force: Perspectives on the Police (Waltham, Mass.: Xerox Publishing, 1970), p. 3.

⁷⁴ Alber J. Reiss Jr., and David Bordua, "Environment and Organization: A Perspective on the Police" in David Bordua, ed., The Police: Six Sociological Essays (New York: John Wiley and Sons, 1967), p. 32.

for arrest and processing are known only to the police. The crux of the matter is that police perform more important judicial functions, in many cases, than do our judges.⁷⁵

It is important to emphasize that "mere" arrest, whether conviction follows or not, is sufficient to label an individual "criminal." This is particularly true in the case of juveniles. It is widely recognized that the appropriateness of labeling a juvenile as "delinquent" has serious implications for the individual's future behavior. In this regard, police discretionary authority is immense:

It is apparent from the findings presented above that the police officers studied in this research were permitted and even encouraged to exercise immense latitude in disposing of the juveniles they encountered. That is, it was within the officers' discretionary authority, except in extreme limiting cases, to decide which juveniles were to come to the attention of the courts and correctional agencies and thereby be identified officially as delinquents The observations made in this study serve to underscore the fact that the official delinquent, as distinguished from the juvenile who simply commits a delinquent act, is the product of a social judgment, in this case a judgment made by the police.⁷⁶

Although perhaps the same degree of discretion is not exercised with regard to adults, nevertheless, the discretion exercised in either case is immense. It has been pointed out that the police make far more

⁷⁵Neiderhoffer and Blumberg, op. cit., p. 4.

⁷⁶Irving Piliavin and Scott Briar, "Police Encounters with Juveniles" in Richard Quinney, ed., Crime and Justice in Society (Boston: Little, Brown and Company, 1969), pp. 248, 249.

discretionary determinations than any other class of governmental administrators. The amount of governmental activity handled by the police, measured by man-hours, is more than forty times as much as the amount of governmental activity through the independent federal regulatory agencies.⁷⁷

Paradoxically however, police discretionary power is not generally acknowledged. Despite extensive policy making by the police, there is an assumption by the community that the police do not, or at least ought not, make policy. Furthermore, for a number of political reasons the police themselves do not generally acknowledge policy making responsibility:

There has been no express legislative delegation of discretion to the police, although it is arguable that such a delegation would be constitutional because police are in a position comparable to other administrative agencies. Such a delegation might even be implied, particularly where the substantive criminal law is ambiguous. However, police have not claimed to have this kind of discretion; rather, they exercise a wide range of discretion without attempting to give explicit justification for the practice.⁷⁸

There are a number of reasons why neither the community nor the police themselves acknowledge police discretionary power. First of all, the

⁷⁷ Kenneth C. Davis, Handbook on Administrative Law (St. Paul: West Publishing, 1951), p. 222.

⁷⁸ Wayne R. LaFave, "Police Discretion" in Richard Quinney, ed., Crime and Justice in Society (Boston: Little, Brown and Company, 1969), p. 112.

substantive criminal law implies an absolute mandate. There is an assumption that the rule of law or principle of legality demands that wherever and whenever a transgression of the substantive criminal law occurs, impartiality demands that the transgressor be arrested regardless of circumstance.⁷⁹ Second, acknowledgement of the extent of police discretion would admit to a violation of the principle of division of power among the three branches of government. Theoretically, administrative agencies are recognized as responsible for only executing policy. Recognition of the range of police discretionary power would have the appearance of condoning usurption of both legislative and judicial functions.⁸⁰ Finally, there is the widespread myth that the prosecutor, an elected official, exercises whatever discretion is necessary at the enforcement stage of the criminal justice process.⁸¹ In reality, it is pragmatically impossible for the prosecutor to control all police actions. Even if it were possible, attempts at such control, if resisted by the police, would be politically disastrous for the prosecutor.

Acknowledgement of police discretion should not be conceived as condoning complete police control over the decision to arrest.

⁷⁹Ibid., p. 110.

⁸⁰Ibid., p. 111.

⁸¹Ibid.

The police are not thought of as having discretion with respect to serious crimes that produce victims. No one would argue that certain circumstances could justify, for example, police failure to invoke an arrest in the case of a homicide. However, less than ten percent of all arrests are made for any of the seven serious offenses that make up the FBI Crime Index:

The vast majority of arrests, and of citizen-police contacts that involve an offense but do not lead to an arrest, are for such matters as drunkenness, disorderly conduct, assault, driving while intoxicated, gambling, vandalism, and the like. People do differ as to whether such matters are important, or such conduct "really wrong," or even what constitutes the proscribed conduct in question.⁸²

In some cases, then, a police officer for all practical purposes has no discretion. However, in other cases--numerically, the vast majority--neither social mandate nor departmental policy have little or any effect, and discretion as it is exercised is almost entirely the individual police officers'.⁸³ It is the policeman on the beat or in the patrol car who makes more decisions and exercises broader discretion affecting the daily lives of people, every day and to a greater extent, than a judge will ordinarily exercise in a

⁸²James Q. Wilson, Varieties of Police Behavior, op. cit., p. 6.

⁸³Ibid., p. 84.

week.⁸⁴ It is the police patrolman who is almost solely in charge of enforcing the laws that are the least precise, most ambiguous, or whose application is most sensitive to the availability of scarce resources and the policy of the police administrator.⁸⁵

There is a real need to delegate discretion to the patrolman on the beat. First of all, the exercise of discretion in interpreting the substantive criminal law is necessary because no legislature and no police administrator has succeeded in formulating a criminal code or policy manual which clearly defines all conduct intended to be made criminal and which clearly excludes all other conduct. Individual circumstances sometimes make even an arrest for certain behavior excessive punishment.⁸⁶ Furthermore, it is fairly obvious that there are insufficient financial resources to make possible "complete" enforcement of all law, all of the time. For instance, society obviously wants the flow of narcotic drugs controlled. However, no one desires that homicides go uninvestigated while the police are attempting to arrest heroin dealers. Decisions must be made regarding levels of enforcement, i.e., what resources will be devoted to enforcement of

⁸⁴Chief Justice Warren E. Burger as quoted in The Urban Police Function, op. cit., p. 2.

⁸⁵James Q. Wilson, Varieties of Police Behavior, op. cit., p. 8.

⁸⁶Wayne R. LeFave, op. cit., pp. 114, 116.

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particular types and classes of criminal conduct to the exclusion of other enforcement activity.

Police discretion is paradoxical. On the one hand, it appears to flout legal commands--certain laws are ignored either in individual instances or as departmental enforcement policy. Yet discretion is necessary because of limited police resources, the ambiguity and breadth of criminal statutes, the informal expectations of legislatures, and the often conflicting demands of the public.⁸⁷

Educational Upgrading: A Third Rationale

It is necessary that police discretion be acknowledged not only because of the need to delegate certain discretion to the police, but also because even where there is a desire to exercise absolute control over certain police actions, doing the same has proven to be impossible. This is best illustrated by judicial attempts to control police violations of due process. There is a fundamental conflict between due process and crime control. Observance of due process necessarily results in less effective and efficient enforcement of

⁸⁷ National Advisory Committee on Criminal Justice Standards and Goals, Report on the Police, op. cit., p. 22.

criminal statutes. Police zealousness to effectively enforce the law thus inevitably leads to violations of due process. Theoretically, the judiciary ensures that constitutional guarantees are observed by excluding evidence introduced into court obtained by violation of due process. From the available evidence, however, it seems doubtful that police violations of due process can be effectively sanctioned by the exclusionary rule.⁸⁸ The reach of the courtroom does not extend to a skid-row alley at 3:00 a.m. If the police see it to their best interest, they will simply disregard due process mandates, while testifying in court that such mandates were observed:

the policeman's self-perception as the ruthless, implacable avenger of crime, and the subculture of the police that nurtures police behavior according to this self-perception, will not be affected by a court's refusal to convict a criminal, despite evidence against him, on the ground that "the constable blundered." More likely than compelling the police to abide by the norms of due process, it will persuade him to evade these norms more adroitly.⁸⁹

There is no simple answer to making the police accountable in a democratic society. Direct supervision of the police is obviously not possible. The only viable solution appears to lie in professionalization:

⁸⁸ William J. Chambliss and Robert B. Seidman, Law, Order, and Power (Reading, Mass.: Addison-Wesley Publishing, 1971), p. 383.

⁸⁹ Ibid., p. 379.

Historically, we have found but one way--apart from supervision--that deals with this problem. That solution is professionalization of workers. Perhaps only through the professionalization of the police can we hope to solve the problem of police malpractice.⁹⁰

The structures of professions typically arise because it is realized that the minimal standards of law as they apply to the profession in question are inadequate.⁹¹ Whenever supervision is not possible, then we depend upon internalization of codes of conduct to protect society. In this case we are concerned with a standard of conduct that will contain violations of constitutional guarantees of due process within certain bounds.⁹² Such a professional code of conduct is intrinsically related to education:

With the possible exception of recruitment, nothing is more vital to the creation of the democratic policeman than education. As noted earlier, democratic attitudes and patterns of behavior increase markedly with education. Thus, the educated policeman is more likely to be the democratic policeman.⁹³

⁹⁰Albert J. Reiss Jr., "Police Brutality--Answers to Key Questions" in Niederhoffer and Blumberg, ed., The Ambivalent Force: Perspectives on the Police (Waltham, Mass.: Xerox Publishing, 1970), p. 331.

⁹¹James F. Ahern, Police in Trouble (New York: Hawthorn Books, 1972), p. 179.

⁹²The phrase "within certain bounds" is purposefully included. The basic conflict between enforcement efficiency and due process will inevitably result in limited violations of due process, regardless of police educational level. Our concern is that these do not become so flagrant that democratic government is threatened.

⁹³George Berkley, op. cit., p. 74.

The use of police discretionary power within the restraining intent of the Bill of Rights is a delicate, precarious, and comprehensive intellectual task. It doesn't seem logical that this function should be left in the hands of individuals whose observation of this world is informed by any less than a college education.⁹⁴ We have gradually come to the realization that, "police decisions not to invoke the criminal process determine the outer limits of law enforcement."⁹⁵ This appears to be the case for both the substantive and procedural criminal law. Since the police cannot be policed, they must police themselves. This is the third and best rationale for educationally upgrading America's police.

Summary

There are three distinct rationales for educationally upgrading America's police. The first of these relates to improving the effectiveness of the police in performing their crime control function, and was discussed in Chapter I. The second relates to the effectiveness with which the police are able to perform their "order maintenance"

⁹⁴Police Foundation, op. cit., p. 1.

⁹⁵Joseph Goldstein, "Police Discretion Not to Invoke the Criminal Process," Yale Law Journal, 69 (1960), p. 543.

function. The third relates to ensuring proper exercise of police discretionary power.

The nature of the police function as it relates to conflict resolution is the substance of the second rationale for educationally upgrading the police. Conflict resolution--or order maintenance--in an urban society involves concurrent employment of both social work and law enforcement techniques. These two techniques require philosophically conflicting orientations, resulting in role conflict for police officers. This conflict is too often currently resolved by rejection of the social work image and adoption of a crime fighter self-concept. Unfortunately, the crime fighting self-concept greatly inhibits the ability of a police officer to successfully resolve a situation appropriately handled by social counseling techniques. The fact that college educated individuals are more able to cope with ✓ role conflict, and the fact that a college education provides one with a social perspective more conducive to abilities related to social counseling, provides the basis of the second rationale for educational upgrading.

Ensuring proper exercise of police discretion is the substance of the third rationale for educationally upgrading the police. The amount of discretion exercised by the police is immense. Such discretion is necessary because of limited police resources and the

ambiguity and breadth of criminal statutes. Efforts to control police discretion have not been successful. The use of police discretionary power within the restraining intent of the Bill of Rights is a delicate and comprehensive intellectual task. This function should not be left in the hands of individuals whose observation of this world is informed by any less than a college education. This is the third and best rationale for educational upgrading.

CHAPTER III

RESEARCH METHODOLOGY

Information is needed regarding the current educational levels of newly employed police personnel to adequately assess the impact of current efforts to educationally upgrade America's police. In order for this information to be of greatest use, the data should be disaggregated such that it is possible to ascertain average educational levels of police recruits both by sizes and types of police agencies. Concomitant to this information, there is a need to obtain data regarding the influence of several factors on the decision of collegiate personnel to seek employment with a particular agency. Such information has application to the design of manpower development programs.

The research methodology is designed to obtain information in both of these respects, i.e., educational levels of police recruits by character of agency, and the influence of several relevant factors on the employment decision of these recruits.

Sample

In order for the data gathered to have implications applicable to the entire law enforcement community of the United States, it is necessary to draw a sample representative of the entire nation. That is obviously a broad undertaking for a study of this scope and duration. As a means to accomplish the compilation of such a sample while recognizing pragmatic limitations, a methodology has been selected which is based upon the designation of four representative states. These states are California, Michigan, New Jersey, and Texas. The designation of these particular states is based upon the rationale developed for their inclusion in the Project STAR study.⁹⁶ Specifically, they are representative of the nation in terms of geography, economic conditions, and population composition. Further, together the personnel of their criminal justice systems comprise 24 percent of the total criminal justice system population of the country.

Each of these four states has an established commission on police officer standards and training. These agencies maintain records of police officers trained in recruit academies within the

⁹⁶Project STAR is an acronym for Systems Training Analysis Requirements. STAR is a five year, three million dollar project designed to determine the precise role behavior required of operative level positions in the criminal justice system. The project is coordinated by the Systems Development Corporation and funded by the Law Enforcement Assistance Administration.

respective states. The specific organizational titles and addresses of these agencies are:

California

Commission on Peace Officer Standards and Training
7100 Bowling Drive, Suite 250
Sacramento, California 95823

Michigan

Michigan Law Enforcement Officers Training Council
1331 E. Grand River Avenue
East Lansing, Michigan 48823

New Jersey

Department of Law and Public Safety
Police Training Commission
1100 Raymond Boulevard
Newark, New Jersey 07102

Texas

Texas Commission on Law Enforcement Officer Standards
and Education
502-E Sam Houston Building
Austin, Texas 78701

From the records of these agencies data was compiled regarding the names, educational levels, and employing agencies of newly hired police personnel. The most recent period of twelve months from which it was feasible to gather information from the records was utilized, July 1, 1972 to June 31, 1973. It should be noted that the records of the training commissions actually indicated the names of officers trained in basic recruit schools during that period. However, the variation between those trained during the period and those employed

during the period is slight, for police officers in each of these states are compelled by state law to be trained either immediately upon employment or within six months of employment. In practice, even where a grace period of six months is allowed by law, most officers are sent immediately to a training academy. For all practical purposes then, the records of the training commissions indicate officers employed during the period in question.

Once the data describing the names, educational level, and agency of employment of all newly hired police officers in these states was obtained, a stratified sample of those personnel having completed various increments of education was selected to receive a mailed questionnaire. The questionnaire is included as Appendix I. The purpose of the questionnaire was to determine: first, certain descriptive information regarding the characteristics of the recruits which was unavailable from the training commissions (e.g., whether they had prior police experience, the proximity of their employing agency to their home town, whether they had received LEEP assistance, whether they had participated in a police cadet program); and, second, to determine from the responses to certain attitudinal questions the factors which influenced the recruits' decision to seek employment with particular agencies.

The California Commission on Peace Officer Standards and Training did not maintain data regarding the educational level of police officers trained in that state. Therefore, a questionnaire was mailed to a random sample of 33-1/3% of the officers trained in that state during the period July 1, 1972 to June 31, 1973. Information regarding educational levels was available from the records of the other three states. The primary purpose of the questionnaire was to obtain information regarding the attitude of college educated personnel. Therefore, questionnaires in Michigan, New Jersey, and Texas were mailed to all personnel who had completed one or more years of college. A random sample of officers completing less than one year of college in these states was also selected to receive the questionnaire. The purpose of mailing the questionnaire to those individuals with less than one year of college was to provide a control group to which responses could be compared. A total of 2,736 questionnaires was distributed. The number of questionnaires distributed in each state and the response pattern by educational level are depicted in Table 3.1. A total of 101 questionnaires were returned marked "addressee moved--not forwardable." This leaves a total possible responding population of 2,635 individuals. The return of 1,941 questionnaires represents a response rate of 74%. (A follow-up letter

TABLE 3.1

QUESTIONNAIRE DISTRIBUTION AND RESPONSE PATTERN

	Total Distributed	Total Returned	Response Pattern			
			4 or 4+ yrs. college	2 but < 4 yrs.	1 but < 2 yrs.	< 1 yr.
California	852	668	145	283	124	116
Michigan	755	526	128	173	138	87
New Jersey	557	396	74	126	90	106
Texas	572	351	75	133	79	64
Total	2,736	1,941	422	715	431	373

and questionnaire were mailed to those who had not yet responded approximately thirty days after the first questionnaire was sent.)

The category "less than one year of college" included individuals reporting a level of education of either high school, high school equivalency, or less than thirty semester units of college. It was decided to include those with less than thirty semester units of college in this category in order to eliminate the possibility of misinterpretation of the data. Many authors have reported a certain percentage of police officers or police recruits as having "a college background" or "some college," and included within such a definition individuals who may have completed one college course. Such a reporting technique has the effect of inflating reported educational levels of police officers. Completion of a college course or two is by no means the equivalent of having a "college education" or a "college background." Furthermore, most police recruit academies are now conducted under the auspices of a college or university, with some college credit generally awarded for the completion of recruit training. Officers who therefore have completed no more education than high school and their police recruit training will report "some college" when queried regarding their level of education. Thus, as defined in Chapter I, the term "some college" or "college background" as used in this study designates those individuals who have completed

thirty or more semester units of college work. It should be noted that the questionnaire allowed individuals to designate their educational level at one of five levels: high school, less than one year of college, one but less than two years of college, two but less than four years of college, four or more years of college. The differentiation between high school and less than one year of college was done on the questionnaire in order to avoid confusion for respondents.

In summary then, the questionnaire was distributed to a stratified sample of all police recruits in the United States employed between July 1, 1972 and June 31, 1973. The sample includes all police recruits employed during that period with one or more years of college in Michigan, New Jersey, and Texas, and a randomly drawn sample of such recruits in the state of California. The questionnaire was also distributed to a control group with less than one year of college drawn from a random sample of police recruits employed in California, Michigan, New Jersey, and Texas during the period indicated.

Comment has already been made regarding the demographic representativeness of the four states selected for inclusion in the study. However, the State of California is not representative in terms of police educational levels. As noted in Chapter II, criminal justice education has developed in California earlier and to a much greater

extent than in other parts of the nation. Police educational levels and agency educational requirements have therefore been traditionally higher there than elsewhere. Careful consideration was given to this fact before retaining California in the study sample. However, it was decided to retain California in order to take advantage of the insights which might be gained by contrasting the influence of certain factors pertaining to the employment of collegiate personnel in that state with the influence of these factors in the other three states. Care has been taken to analyze data carefully where the inflated character of California educational levels might affect the conclusions reached.

Measures

The educational levels of police recruits from Michigan, New Jersey, and Texas as reported in this study are taken directly from the records of the state law enforcement standards and training commissions of these states. The educational levels of police recruits in California are taken from the responses to the mailed questionnaire distributed to a randomly selected sample. All other measures reported are taken from the responses to the questionnaire.

Design

Research purposes in the social sciences may be categorized into four broad groupings: 1) to gain familiarity with a phenomenon, often in order to formulate more precise research problems or to develop hypotheses, 2) to portray accurately the characteristics of a particular individual, situation, or group, 3) to determine the frequency with which something occurs or with which it is associated with something else, 4) to test a hypothesis of causal relationship between two variables. Studies related to the first purpose are generally termed "formulative" or "exploratory." Studies related to the second or third purposes are generally termed "descriptive." Studies related to the fourth purpose are termed "experimental."⁹⁷

The purposes of this study relate to both (2) and (3) above. Hence the research design is descriptive in nature.

Testable Hypotheses

Eight research hypotheses are examined in this study. Subsumed within the context of these eight research hypotheses are fifty

⁹⁷ Claire Selltiz, and all, Research Methods in Social Relations (New York: Holt, Rinehart and Winston, 1966), p. 50.

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statistically viable hypotheses. The research hypotheses themselves are not statistically testable, but will be either accepted or rejected on the basis of the acceptance or rejection of the statistically viable hypotheses which pertain. The eight research hypotheses are stated in directional form, the basis of the directional statement being determined by the evidence documented in "Statement and Rationale of Hypotheses" in Chapter I. Likewise, the testable hypotheses subsumed under each research hypothesis are stated in directional form consistent with the direction of the research hypothesis. It should be understood that the null hypothesis in each instance is assumed. As is standard technique, the null hypothesis is tested before examining the alternate directional hypothesis. Probability statements allude to the null.

The hypotheses examined in this study are:

1. *Individuals with a college background are now entering the police service in impressively large numbers.*
 - 1.1 At least thirty percent of police recruits have some college background.
 - 1.2 At least ten percent of police recruits have received a baccalaureate degree.
 - 1.3 Police recruits with some college are employed in the highest proportions sequentially in the following types of agencies: State Police/Highway Patrol, Municipal, County.

- 1.4 Police recruits with some college are employed in the highest proportions sequentially in the following sizes of agencies: 50 to 199, 200 to 499, less than 50, over 500 sworn personnel.
2. *The Law Enforcement Education Program has significantly contributed to raising the educational level of police recruits.*
 - 2.1 At least fifty percent of police recruits with some college have received assistance through the Law Enforcement Education Program.
 - 2.2 Of police recruits with some college, those having received LEEP assistance have completed more college than those not receiving such aid.
 - 2.3 Proportionally more police recruits who received LEEP assistance completed academic degrees.
 - 2.4 Those police recruits with some college who received LEEP assistance anticipate longer tenure in the criminal justice field.
 - 2.5 Proportionally more police recruits with some college who majored in law enforcement received LEEP assistance.
3. *Police cadet programs have significantly contributed to raising the educational level of police recruits.*
 - 3.1 At least ten percent of police recruits with some college have participated in a police cadet program.
 - 3.2 Attainment of an academic degree is positively related to participation in a police cadet program.
 - 3.3 Participation in a police cadet program is positively related to anticipated tenure in the criminal justice field.
4. *Agency reward programs for completed college education have significantly contributed to raising the educational level of police recruits.*

- 4.1 Where a reward program for completed education exists in the employing agency, it at least had some influence in the recruits' decision to seek employment with that agency in over fifty percent of the cases.
 - 4.2 Agency educational employment requirements relate positively to the existence of a reward for completed education in the agency.
 - 4.3 Proportionally more police recruits with some college who are employed in agencies distant (over 50 miles) from their home towns are also employed in agencies which offer a reward program for completed education.
 - 4.4 Among police recruits with some college, anticipated tenure in present employing agencies relates positively to the existence of a reward for completed education in the employing agency.
 - 4.5 The rank order of factors influencing the employment decision relates to employment with agencies having a reward program for completed education.
 - 4.6 Proportionally more police recruits with some college who have prior police experience seek employment in agencies which have a reward program for completed education.
 - 4.7 Preference for various educational reward programs varies by level of education.
5. *Agency prestige is the primary consideration of collegiate recruits in selection of a particular agency by police recruits with a college background.*
 - 5.1 With increasing level of education, agency prestige assumes increasing importance as a factor influencing the employment decision of police recruits.
 - 5.2 The rank order of agency prestige as a factor influencing the employment decision relates positively to the forethought of a decision to seek law enforcement employment among police recruits with some college.

- 5.3 Distance of employing agencies from police recruits' "home towns" relates positively to the rank order of agency prestige as a factor influencing the employment decision.
- 5.4 Proportionally more police recruits with some college employed in agencies distant from their home towns (over 50 miles) are employed in agencies which require some college as qualification for employment.
- 5.5 The rank order of agency prestige as a factor influencing the ~~employment~~ decision relates positively to agency educational requirements for employment.
- 5.6 Factors related to the decision to seek employment with a particular agency do not differ by the size of the employing agency.
- 5.7 A higher proportion of police recruits employed in large police agencies (over 500 sworn personnel) are from that agency vicinity (within 50 miles) than are those employed in other sized agencies.
- 5.8 The rank order of agency prestige as a factor influencing the employment decision relates positively to the existence of prior police experience.
- 6. *Starting annual salary is a significant consideration of collegiate recruits in selection of a particular agency by police recruits with a college background.*
 - 6.1 Starting annual salary levels of police recruits relate positively to level of education.
 - 6.2 Starting annual salary levels of police recruits relate positively to the rank order assigned salary as a factor contributing to a decision to seek employment with a particular agency.
 - 6.3 Starting annual salary levels of police recruits relate positively to level of education required for employment.

- 6.4 Starting annual salary levels of police recruits' relate positively to the existence of a reward program for completed education in employing agencies.
- 6.5 Starting annual salary levels of police recruits relate positively to the distance of employing agencies from home town.
- 6.6 Starting annual salary levels of police recruits relate positively to prior police experience.
- 7. *Anticipated tenure in both present employing agencies and the criminal justice field is influenced by level of education.*
 - 7.1 Level of education of police recruits relates positively to anticipated tenure in the criminal justice field.
 - 7.2 Academic degree attainment relates positively to anticipated tenure in the criminal justice field.
 - 7.3 Anticipated tenure in the criminal justice field relates positively to the forethought of a decision to pursue employment in law enforcement among police recruits with some college.
 - 7.4 Anticipated tenure in the criminal justice field relates positively to anticipated tenure in present employing agencies.
 - 7.5 Level of education of police recruits relates positively to anticipated tenure in present employing agencies.
 - 7.6 Anticipated tenure in present employing agencies relates positively to agency educational employment requirements.
 - 7.7 The rank order of factors influencing the employment decision relates to anticipated tenure in present employing agencies.
 - 7.8 Starting annual salary levels of police recruits relate positively to anticipated tenure with present employing agencies.

7.9 Anticipated tenure with present employing agency does not differ by the size of the employing agency.

8. *Police recruits whose academic major is law enforcement are more committed to a career in law enforcement than those majoring in other areas.*

8.1 At least thirty percent of police recruits with some college major in a field other than law enforcement/criminal justice.

8.2 Of police recruits with some college, those majoring in law enforcement have completed proportionally more college than those majoring in other fields.

8.3 Proportionally more police recruits with some college who major in law enforcement complete academic degrees.

8.4 Those police recruits with some college who major in law enforcement anticipate longer tenure in the criminal justice field.

8.5 The rank order of factors influencing the employment decision relates to academic major in college.

8.6 Proportionally more police recruits with some college who major in law enforcement are employed in agencies which require some college as qualification for employment.

8.7 Proportionally more police recruits with some college who major in law enforcement are employed in agencies which have a reward for completed education.

8.8 Proportionally more police recruits with some college who major in law enforcement are employed in agencies distant (over 50 miles) from their home towns.

Analysis

Where the test of a hypothesis is dependant upon the determination of a relationship between two variables, one of two analytic techniques are used. In determining the independence of two discrete random variables, analysis of contingency tables utilizing the chi square probability distribution is employed. Whenever the determination is one of testing the homogeneity of the rank order assigned certain factors by various categorizations of respondents, Kruskal-Wallis analysis of variance by rank order is employed. The chi square probability distribution is applied in the Kruskal-Wallis analysis, with "k" degrees of freedom, where "k" equals the number of levels of the independent variable minus one. In all instances, probability is tested at the ninety-ninth percentile; that is, the null hypothesis is not rejected unless the probability of independence of the variables or homogeneity of mean rank order is less than .01.

Summary

The purpose of this study is to determine the educational levels of police recruits in the United States between July 1, 1972 and June 30, 1973, and the influence of certain factors affecting

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the choice of a particular agency for employment among college educated recruits. In order to obtain a national sample, four states representative of national characteristics were selected for inclusion in the study: California, Michigan, New Jersey, and Texas. Data was obtained from the records of the law enforcement standards and training commissions in these states regarding the names, educational levels, and agencies of employment of newly hired police recruits during the designated period. A stratified random sample of these recruits was selected to provide a research population to which a mailed questionnaire was forwarded. The questionnaire was designed to elicit information regarding certain factors that pertain to the selection of a particular law enforcement agency for employment by college educated police recruits. The study design is descriptive in nature. Eight research hypotheses which subsume fifty-four statistically testable hypotheses are employed in this study. Relationships are tested using chi square analysis of contingency tables and Kruskal-Wallis analysis of variance by mean rank.

CHAPTER IV

PRESENTATION AND ANALYSIS OF DATA

The data pertinent to the acceptance or rejection of the hypotheses enumerated in Chapter III are presented in Chapter IV. The presentation of the data in Chapter IV follows a format of:

- 1) Statement of a research hypothesis and the number of statistically testable hypotheses which apply, 2) Statement of the statistically testable hypotheses which pertain, 3) Following the statement of each statistically testable hypothesis, presentation and interpretation of the applicable data, 4) Following the presentation of all applicable statistically testable hypotheses which pertain to a particular research hypothesis, a summary section with commentary regarding the acceptance or rejection of the research hypothesis.

Hypothesis One

Hypothesis One is: *Individuals with a college background are now entering the police service in impressively large numbers. There*

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are four statistically testable hypotheses which pertain to research hypothesis one. The first two of these relate to the magnitude of the numbers of college educated personnel now entering the police service. The second two relate to the distribution pattern of these personnel among particular types and sizes of agencies.

Hypothesis 1.1

Hypothesis 1.1 is: "At least thirty percent of police recruits have some college background."

For the reasons enumerated in Chapter III, "some college" is defined in this study as completion of at least thirty semester units of study at an institution of higher learning. The thirty percent figure is an estimation of the percentage of police recruits now having some college based on projections from prior studies cited in Table 1.5. The studies cited in that table defined "some college" as any amount of semester credits completed. Defined in that manner, two of the more recent studies documented the percent of police recruits with some college as being thirty-two percent and thirty-seven percent respectively. Considering the probable impact of current efforts to educationally upgrade the police, it was felt that, even applying a more stringent definition of what constituted a college background, at least thirty percent of current police recruits would

fall in this category. The data gathered in this study pertaining to educational levels are presented in Table 4.1.1.

With the exception of California, these data are based upon the records of the law enforcement training commissions rather than the responses to the mailed questionnaire. As mentioned earlier, the California law enforcement training commission did not maintain records of educational levels. Hence, the data for California in Table 4.1.1 is based upon responses to the mailed questionnaire sent to a random sample of California officers. The data from California is therefore not precisely accurate, since respondents might tend to exaggerate their level of education in reply to a mailed questionnaire. In order to check the degree to which this may have occurred in the California responses, a check was made of the responses of the Michigan, New Jersey, and Texas personnel on the questionnaire regarding educational level compared to the educational levels stipulated on the records of the training commissions from these states. Since there was less than a two percent difference in aggregate levels measured from these records as compared to aggregate levels reported on the questionnaire, the exaggeration of educational levels from California can be assumed to be very slight.

Based upon the data obtained, Hypothesis 1.1 is accepted. In Michigan, New Jersey, and Texas, thirty-seven percent of current police

TABLE 4.1.1

LEVEL OF EDUCATION OF POLICE RECRUITS, 1972-73

	Calif.		Mich.		N.J.		Texas		Mich., N.J., Texas Subtotal	
	N	%	N	%	N	%	N	%	N	%
Completion of 4 or more years of college	145	22%	117	9%	73	11%	118	9%	308	10%
Completion of 2 but < 4 years of college	283	42%	59	5%	142	22%	158	12%	359	11%
Completion of 1 but < 2 years of college	124	19%	214	18%	138	22%	163	13%	515	16%
High School or less than 1 year of college	116	17%	890	68%	286	45%	840	66%	2016	63%

n = 3866

recruits have "some college." In California, that figure is seventy-three percent. As mentioned in Chapter III, California was selected for inclusion in this study because it is representative of the country in terms of demographic characteristics, while at the same time not representative in terms of police educational standards. Due to a number of factors, law enforcement education developed in California much sooner and to a much greater extent than in any other state in the Union. Police educational levels are therefore considerably higher in California at the present time than in the rest of the country. California was purposely selected for inclusion in the study in order that a comparison could be made between educational levels there and elsewhere, and thus obtain data which can be employed for projective purposes. Information regarding police educational levels in California is useful for anticipating the impact of the development of law enforcement academic programs in other parts of the nation. The data in Table 4.1.1 pertaining to California are certainly encouraging in this regard. Note should particularly be made of the fact that nearly one-fourth of the California recruits now entering the police service have a baccalaureate degree.

The situation in the remainder of the nation is likewise encouraging as projected from the data from Michigan, New Jersey, and Texas. When contrasted with the data in Table 1.5, these data

indicate that educational levels are rapidly rising. For instance, a study in Ohio in 1968 indicated that only two percent of the personnel there had four or more years of college; a study the same year of recruit educational levels in Baltimore, Cincinnati, Columbus, and Indianapolis indicated that some four percent of the recruits had four or more years of college. That percentage has doubled in four years, data in Table 4.1.1 indicating ten percent of the recruits in Michigan, New Jersey, and Texas have now completed four or more years of college. The impact of efforts to educationally upgrade the police has brought current police educational levels to a transitory stage between a high school and college standard.

Hypothesis 1.2

Hypothesis 1.2 is: "At least ten percent of police recruits have received a baccalaureate degree."

Although a level of education of four or more years of college is generally regarded as synonymous to completion of a baccalaureate degree, it was nevertheless thought prudent to examine baccalaureate degree attainment separately. In addition, the greatest number of academic degree programs in law enforcement are located in community colleges, and hence are associate degree granting programs. The number of individuals obtaining associate degrees is therefore also

a statistic of interest. The data obtained regarding degrees received by police recruits are presented in Table 4.1.2.

TABLE 4.1.2
ACADEMIC DEGREES RECEIVED BY POLICE RECRUITS, 1972-73

	Number	Percent
Graduate/Professional	19	.5%
Baccalaureate	401	10%
Associate	393	10%
None	3053	80%

A total of 420 respondents indicate receiving either a baccalaureate or professional degree, as compared to 453 individuals indicating completion of four or more years of college. Some 393 individuals indicate attainment of an associate degree. This compares to a total of 642 individuals who indicate completion of two but less than four years of college. Associate degree programs are thus reasonably popular as specific courses of study among collegiate police recruits. It should be noted, however, that of the 393 individuals reporting attainment of the associate degree, 211 were from the state of California, reflecting the particular popularity of associate degree law enforcement programs in that state.

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Hypothesis 1.3

Hypothesis 1.3 is: "Police recruits with some college are employed in the highest proportions sequentially in the following types of agencies: State Police/Highway Patrol, Municipal, County."

The rationale for Hypothesis 1.3 is based upon the fact that the relative prestige of police agencies in the United States by type of agency tends to be ordered in the sequence indicated in the hypothesis. In addition, salary levels tend to vary from high to low in the sequence presented in the hypothesis. Thus it was reasoned that police recruits with some college would seek employment in these types of agencies in the sequential order indicated. The data relating level of education to type of agency are presented in Table 4.1.3. As indicated by the probability value in the table, these data do not indicate differences in employment patterns of college educated police recruits by type of agency. Hypothesis 1.3 is, therefore, rejected.

Hypothesis 1.4

Hypothesis 1.4 is: "Police recruits with some college are employed in the highest proportions sequentially in the following sizes of agencies: 50-199, 200-499, less than 50, over 500 sworn personnel."

TABLE 4.1.3
TYPE OF AGENCY AND LEVEL OF EDUCATION

Level of Education	Type of Agency			
	Municipal	County	State	Other
Completion of 4 or more years of college	265	79	43	32
Completion of 2 but < 4 years of college	457	141	68	45
Completion of 1 but < 2 years of college	276	96	32	26
Less than 1 year of college	157	47	10	9
High School	94	36	5	10

Chi Square = 18.958

df = 12

p > .01

The rationale for Hypothesis 1.4 was presented as part of the Rationale for Hypothesis One developed in Chapter I. Briefly, the rationale is based upon the fact that evidence from one previous study indicates that college educated police officers tend to seek employment in medium-sized agencies. Furthermore, it is expected that college graduates seek employment in jurisdictions of better economic and social conditions, which tend to be medium-sized agencies. The data relating level of education and size of agency are presented in Table 4.1.4. As indicated by the probability statement cited in Table 4.1.4, the data fails to indicate a pattern of employment by size of agency. Hypothesis 1.4 is therefore rejected.

Summary of Hypothesis One

The data pertinent to the testable hypotheses subsumed under hypothesis one support the basic tenet of that hypothesis; that is, individuals with a college background are entering the police service in significantly large numbers. In California, which is several years ahead of the rest of the nation in terms of the development of law enforcement education programs, three-fourths of the police recruits have one year or more of college, while one-fourth possess a baccalaureate degree. In the rest of the nation, thirty-seven percent of the police recruits have one or more years of college,

TABLE 4.1.4
SIZE OF AGENCY AND LEVEL OF EDUCATION

Level of Education	Size of Agency			
	< 50	50-199	200-499	> 500
4 or more years of college	97	95	50	179
2 but < 4 years of college	189	162	77	283
1 but < 4 years of college	122	92	55	161
Less than 1 year of college	67	60	32	65
High School	50	32	22	45

Chi Square = 20.810
df = 12
p > .01

while ten percent possess baccalaureate degrees. A significant number of police recruits with between two and four years of college possess an associate degree. This would indicate that they are products of purposely designed academic programs terminating at this level, rather than merely "drop-outs" of baccalaureate programs. A concern related to Hypothesis One was the employment patterns of college educated

police recruits by type and size of agency. The data fail to indicate that any pattern of employment by either of these dimensions exists.

Hypothesis Two

Hypothesis Two is: *The Law Enforcement Education Program has significantly contributed to raising the educational levels of police recruits.* Five testable hypotheses are subsumed under this research hypothesis.

Hypothesis 2.1

Hypothesis 2.1 is: "At least fifty percent of police recruits with some college have received assistance through the Law Enforcement Education Program."

The priorities of the Law Enforcement Education Program have always stipulated that in-service personnel should receive funds in preference to pre-service students. While sufficient LEEP monies have generally been available to meet all the needs of in-service students, there have never been sufficient funds to fulfill all the requests for support by pre-service students. The adequacy of LEEP appropriations for pre-service students is thus important to decisions regarding the

adequacy of total LEEP appropriations. The data indicating the percentage of police recruits with at least one year of college that have received LEEP assistance are presented in Table 4.2.1.

TABLE 4.2.1

LEEP ASSISTANCE RECEIVED PRIOR TO POLICE EMPLOYMENT

	Number	Percent
Received LEEP	207	13%
Did not receive LEEP	1351	87%

As indicated in the table, the percentage of police recruits with some college that have received LEEP assistance is quite low. The impact of LEEP with regard to attracting college students to the law enforcement field by providing direct assistance for educational expenses apparently has not been nearly as great as generally thought. Obviously, these data raise the question of whether the current level of these appropriations is adequate, i.e., whether raising LEEP expenditures in order to reach more pre-service students would be cost effective in terms of upgrading the educational levels of police recruits. One of the primary issues in this regard is how many of the eighty-seven percent who did not receive LEEP had a commitment to

entering law enforcement before terminating college study, and thus might have obtained more education had LEEP been available. The questionnaire used in this study elicited a response in this regard by querying the police recruits with some college as to the time-frame of their decision to pursue a career in law enforcement. Seventy-two percent of the respondents indicated that they made such a decision before terminating college study; ten percent of the respondents indicated such a decision came near or upon termination, while eighteen percent indicated that the decision occurred after termination of college study. Thus, a majority of those who did not receive LEEP assistance intended to pursue a career in law enforcement while they were still enrolled in college, and presumably may have obtained more education had such assistance been available.

Hypothesis 2.2

Hypothesis 2.2 is: "Of police recruits with some college, those having received LEEP assistance have completed more college than those not receiving such aid."

A second evaluative measure of the LEEP program is an examination of its relationship to level of education achieved. The data relating level of education and receipt of LEEP assistance prior to police employment are presented in Table 4.2.2.

TABLE 4.2.2

LEVELS OF EDUCATION AND LEEP ASSISTANCE PRIOR
TO POLICE EMPLOYMENT

LEEP Assistance	Level of Education				
	4 or 4+ yrs.	2 but < 4 yrs.	1 but < 2 yrs.	< 1 yr.	High
Received LEEP	82	92	33	21	4
Did not receive LEEP	339	618	394	198	18

Chi Square = 29.067

df = 4

p < .01

The data indicate that level of education and receipt of LEEP assistance are positively related. Forty percent of those with one or more years of college who received LEEP assistance entered the police service at the baccalaureate level, while only twenty-five percent of those with one or more years of college who did not receive LEEP assistance entered at the baccalaureate level. Whether the entire difference is attributable to LEEP making it possible for the former group to pursue college studies longer is problematic, since the former group may have been predisposed in the first place to pursue more education, and therefore may have tended to be more active in seeking assistance to do so. However, it is not unreasonable to

assume that at least a substantial part of the difference in educational levels between recipients and non-recipients is attributable to the availability of the financial assistance per se.

Hypothesis 2.3

Hypothesis 2.3 is: "Proportionally more police recruits who received LEEP assistance completed academic degrees."

Concomitant to the importance of the relation between LEEP and educational level is the relation between LEEP and receipt of academic degree. It is expected that the availability of the financial assistance enhances the probability of students finishing a specific program of study. The data relating receipt of LEEP assistance and academic degree attainment are presented in Table 4.2.3.

These data indicate that LEEP is related to academic degree attainment. Of those receiving LEEP, some twenty-seven percent received an associate degree, while an additional thirty-five percent received a baccalaureate degree. Of those not receiving LEEP, twenty-one percent received an associate degree, while twenty percent received a baccalaureate degree. With regard to degree attainment, the impact of LEEP is thus significant, particularly at the baccalaureate level.

TABLE 4.2.3

ACADEMIC DEGREE AND RECEIPT OF LEEP ASSISTANCE
PRIOR TO POLICE EMPLOYMENT

LEEP Assistance	Academic Degree			
	None	Associate	Baccalaureate	Graduate/ Professional
Received LEEP	86	63	81	2
Did not receive LEEP	899	330	319	17

Chi Square = 37.966

df = 3

p < .01

Hypothesis 2.4

Hypothesis 2.4 is: "Those police recruits with some college who received LEEP assistance anticipate longer tenure in the criminal justice field."

A third evaluative measure of the LEEP program relates to the program's effect on developing commitment to a career in criminal justice. In order to achieve forgiveness of a LEEP loan, a pre-service student must spend four years in the criminal justice field. The purpose of the forgiveness clause is obviously to foster a commitment on the part of LEEP recipients to remain employed in criminal justice. The best means to determine if LEEP has such an effect is,

naturally, a longitudinal study examining the actual tenure in criminal justice of LEEP recipients. However, lacking such information, it is at least of some use to examine the intentions of LEEP recipients relative to others with regard to anticipated tenure. The data relating receipt of LEEP assistance and anticipated tenure are presented in Table 4.2.4.

TABLE 4.2.4

ANTICIPATED TENURE IN CRIMINAL JUSTICE FIELD AND
RECEIPT OF LEEP ASSISTANCE PRIOR
TO POLICE EMPLOYMENT

LEEP Assistance	Anticipated Tenure in Field		
	< 1 year	1-5 years	Career
Received LEEP	0	8	219
Did not receive LEEP	4	76	1468

Chi Square = 1.446

df = 2

p > .01

The data in this case do not indicate that a relationship exists.

However, it must be noted that the overwhelming majority of the respondents (95%) indicate they intended to spend a career in the criminal justice field. For this reason, differences are not apparent between recipients and non-recipients.

Hypothesis 2.5

Hypothesis 2.5 is: "Proportionally more police recruits with some college who major in law enforcement received LEEP assistance."

The distribution of LEEP funds is made in such a manner that the veracity of Hypothesis 2.5 is to some extent a foregone conclusion. However, the magnitude of the relevant proportion of law enforcement majors versus others who receive LEEP assistance is not known. The data relating major field of college study and receipt of LEEP assistance are presented in Table 4.2.5.

As expected, the data support the basic tenet of the hypothesis; that is, law enforcement majors do receive a greater proportion of assistance. The dimension of the proportional difference is of primary interest. The data indicate that of law enforcement majors, twenty-three percent received LEEP assistance prior to police employment, while of all other majors, only four percent received LEEP assistance prior to police employment. This difference is substantial.

Summary of Hypothesis Two

The proportion of police recruits with some college who received LEEP assistance was found to be substantially lower than expected, thirteen percent receiving such aid. LEEP has therefore not

TABLE 4.2.5

MAJOR FIELD OF COLLEGIATE STUDY AND LEEP ASSISTANCE RECEIVED
PRIOR TO POLICE EMPLOYMENT

LEEP Assistance	Field of Study						
	Law Enforce./ Crim. Just.	Social Science	Education	Arts & Letters	Bus./ Manag.	Nat. Sci.	Non- Pref. Other
Received LEEP	190	22	2	0	8	1	4
Did not receive LEEP	643	275	71	30	224	89	127

Chi Square = 141.152

df = 7

p < .01

had an overwhelming impact on upgrading the educational level of police recruits through direct financial assistance to pre-service students. The indirect impact of LEEP should not, however, be forgotten. LEEP has accounted for a substantial part of the recent proliferate growth in the number of academic programs in law enforcement/criminal justice, due to preferential distribution of LEEP funds to law enforcement majors. The proportional difference in the nature of this distribution is found to be substantial. Examination of LEEP assistance by major field of college study reveals that twenty-three percent of law enforcement majors received such assistance, contrasted to only four percent of the non-law enforcement majors.

The receipt of LEEP assistance does relate positively both to level of education and academic degree attainment. Of those individuals who received some LEEP assistance, thirty-five percent attained a baccalaureate degree. Of those that did not receive such assistance, only twenty percent attained such a degree. LEEP did not relate to anticipated tenure in the criminal justice field, but this is due to the fact that an overwhelming number of all respondents (95%) indicated an anticipated tenure of an entire career in the criminal justice field.

In sum, then, the pattern of acceptance and rejection of the testable hypotheses lends only partial support to the research

hypothesis. The percentage of police recruits receiving direct assistance through LEEP is relatively small, and the results of the anticipated tenure query are inconclusive. On the other hand, LEEP assistance does relate to level of education and academic degree attainment, and has fostered the development of academic programs in law enforcement by the preferential awarding of LEEP funds to law enforcement majors.

Hypothesis Three

Hypothesis Three is: *Police cadet programs have significantly contributed to raising the educational level of police recruits.*

Three testable hypotheses are subsumed under Hypothesis Three.

Hypothesis 3.1

Hypothesis 3.1 is: "At least ten percent of police recruits with some college have participated in a police cadet program."

The precise percentage of agencies which have initiated police cadet programs is unknown. However, as stated in Chapter I, an estimate of the percentage of police agencies of significant size which

have initiated such programs is twenty-five percent. Since few cadet programs are designed to produce all of the police recruits needed by an agency, it is felt that the ten percent figure cited in Hypothesis 3.1 is a reasonable expectation of output to deem the programs successful. The data pertaining to Hypothesis 3.1 are presented in Table 4.3.1.

TABLE 4.3.1

PRIOR INVOLVEMENT IN POLICE-CADET PROGRAM AMONG
RECRUITS WITH SOME COLLEGIATE TRAINING

	Number	Percent
Former police cadet	331	18%
No cadet involvement	1468	82%

The data in Table 4.3.1 support Hypothesis 3.1, the eighteen percent figure well exceeds the ten percent postulated. It should be emphasized that the percentage represents the proportion of police recruits with some college employed during the year who had participated in a police cadet program. The 331 individuals represent only nine percent of all police recruits. It is interesting to note that police cadet programs have apparently not developed to a greater extent in California than anywhere else. The percentages of former cadets by states

are: California--eighteen percent, Michigan--nineteen percent, New Jersey--fourteen percent, and Texas--twenty-three percent. Based on these data, Hypothesis 3.1 is accepted.

Hypothesis 3.2

Hypothesis 3.2 is: "Attainment of an academic degree is related to participation in a police cadet program."

The vast majority of police cadet programs are designed to produce a police recruit at the associate degree level. It is therefore spurious to attempt to test former cadet involvement against level of education. However, if cadet programs are having the effect they are designed to have, participants in such programs should attain associate degrees in proportionally greater numbers. The data relating involvement in a cadet program and academic degree attainment are presented in Table 4.3.2. As indicated by the probability value cited in the table, involvement in a police cadet program does relate to academic degree attainment. This relationship is positive in the case of the associate degree and negative in the case of the baccalaureate degree. This is to be expected, however, because of the structure of police cadet programs.

TABLE 4.3.2

ACADEMIC DEGREE AND PRIOR INVOLVEMENT IN
POLICE-CADET PROGRAM

Police-Cadet Involvement	Academic Degree			
	None	Associate	Baccalaureate	Graduate/ Professional
Former police-cadet	171	105	49	5
No cadet involvement	813	288	352	14

Chi Square = 29.831

df = 3

p < .01

Forty-eight percent of former cadets had attained an academic degree, compared to forty-five percent of those without prior cadet involvement. This difference is slight considering the investment of resources necessary to manage a cadet program. Of course, it must be recognized that participants in a cadet program may not have attended college at all had it not been for these programs. But nevertheless, as police educational levels continue to rise police cadet programs ought to be carefully examined with regard to their tendency to level education at associate degree attainment when higher proportions of non-cadets are attaining a baccalaureate degree.

Hypothesis 3.3

Hypothesis 3.3 is: "Participation in a police cadet program is related to anticipated tenure in the criminal justice field."

The rationale for relating participation in a police-cadet program to anticipated tenure in the criminal justice field is the same as that cited for relating LEEP involvement to anticipated tenure. The data relating these two variables are presented in Table 4.3.3.

TABLE 4.3.3

ANTICIPATED TENURE IN CRIMINAL JUSTICE FIELD AND
PRIOR INVOLVEMENT IN POLICE-CADET PROGRAM

Police-Cadet Involvement	Anticipated Tenure in Field		
	< 1 year	1-5 years	Career
Former police cadet	0	10	315
No cadet involvement	4	74	1372

Chi Square = 3.349

df = 2

p > .01

The data in the table do not indicate a relationship between police cadet involvement and anticipated tenure in the criminal justice field. However, as in the case of the relationship between anticipated tenure

and receipt of LEEP assistance, the relevancy of the data is questionable due to the fact that ninety-five percent of all respondents indicated an anticipated tenure in the criminal justice field of a career.

Summary of Hypothesis Three

The pattern of acceptance and rejection of the testable hypotheses support the research hypothesis. A higher percentage of police recruits with some college have participated in police cadet programs than was expected (eighteen percent). Police cadet programs do relate positively to associate degree attainment, the level of education they are designed to encourage. However, note should be taken of the fact that involvement in a cadet program actually relates negatively to baccalaureate degree attainment. Thus, police cadet programs ought to be carefully examined in the coming years as police educational levels rise to and exceed the two-year college level.

Hypothesis Four

Hypothesis Four is: *Agency reward programs for completed college education have significantly contributed to raising the*

educational level of police recruits. Seven testable hypotheses are subsumed under Hypothesis Four.

Hypothesis 4.1

Hypothesis 4.1 is: "Where a reward program for completed education exists in the employing agency, it at least had some influence in the recruits' decision to seek employment with that agency in over fifty percent of the cases."

Respondents to the survey were asked to indicate whether or not they had received some form of a reward for completed college education from their employing agency. Those that responded affirmatively were then asked to indicate the importance of the reward as it affected their choice of that particular agency. The summarized responses are presented in Table 4.4.1.

TABLE 4.4.1

IMPORTANCE OF THE EXISTENCE OF EDUCATIONAL REWARD IN CHOICE OF A PARTICULAR AGENCY

	Number	Percent
Very Important	82	13%
Some Influence	287	45%
Less Important	272	42%

The term "less important" was utilized in order to avoid the more limiting and absolute term of "unimportant." As indicated in the table, some fifty-eight percent of those recruits who received a reward for completed college education indicated it had at least some influence on their decision to seek employment with the particular agency they did.

Hypothesis 4.2

Hypothesis 4.2 is: "Agency educational employment requirements relate positively to the existence of a reward for completed education in the agency."

Very few police agencies now impose an educational requirement of a baccalaureate degree as qualification for employment. A large number of agencies do, however, impose college educational requirements, but less than a baccalaureate degree. It was felt that these agencies would also be likely to reward completed college education beyond the agency minimal requirements. The data relating these two variables are presented in Table 4.4.2. As indicated in the table, an educational requirement of some college does relate positively to the existence of a reward for completed education in the agency. Those agencies which impose a college educational requirement as a qualification for employment also tend to reward education completed

TABLE 4.4.2

AGENCY EDUCATIONAL REQUIREMENT AND RECEIPT
OF REWARD FOR COMPLETED EDUCATION

Receipt of Reward	Educational Requirement	
	High school/ equivalent	Some college work required
Agency had such a reward	408	156
No such reward existed	992	241

Chi Square = 14.802

df = 1

p < .01

beyond that requirement. Specifically, of those recruits employed by agencies which impose some college education as a requirement for employment, some forty percent also received a reward for completed education. Of those recruits employed by agencies in which no college educational requirement exists, only thirty percent received a reward for completed college education.

The association of these two variables tends to support the Postulate that reward programs impact the upgrading of educational levels of police recruits. Parenthetically it should be noted that fifty-two percent of the respondents from California with some college

indicate they received a reward for a completed college education, while only twenty percent with some college from the other states indicate receiving such a reward.

Hypothesis 4.3

Hypothesis 4.3 is: "Proportionally more police recruits with some college who are employed in agencies distant (over 50 miles) from their home towns are also employed in agencies which have a reward program for a completed education."

The rationale for Hypothesis 4.3 relates to the fact that if reward programs for completed education are influential in attracting college graduates (and hence, influential in upgrading the educational level of police recruits), then the reward ought to attract college graduates from places of other than local residence. The data relating receipt of reward for completed education and proximity of present employment to home town are presented in Table 4.4.3. As indicated by the probability statement cited in the table, these data do not indicate a relationship between distance of home town residence and employment in agencies offering a reward for completed education. The conclusion to be drawn is that reward programs for completed education apparently are not sufficiently influential in affecting the decision to

seek employment with a particular agency to overcome the tendency for individuals to seek employment proximate to their home towns.

TABLE 4.4.3

PROXIMITY OF PRESENT EMPLOYMENT TO HOME TOWN AND
RECEIPT OF REWARD FOR COMPLETED EDUCATION

Receipt of Reward	Distance		
	Within 50 miles	50-100 miles	Over 100 miles
Agency had such a reward	446	27	96
No such reward existed	956	92	184

Chi Square = 5.336

df = 2

p > .01

Hypothesis 4.4

Hypothesis 4.4 is: "Among police recruits with some college anticipated tenure in present employing agencies relates positively to the existence of a reward for completed education in the employing agency."

In addition to acting as an initial employment incentive, rewards for completed education might also influence college educated recruits to extend the length of their tenure with the agency of

employment. Similar to an instance earlier, the best data in this regard would be a comparison of actual tenure of college educated recruits in agencies offering a reward for completed education contrasted with the tenure of such personnel in agencies not offering such a reward. However, in lieu of this measure, it is useful to query newly employed recruits with regard to their anticipated tenure with their present employing agency and contrast this with the existence of a reward for completed education in the agency. The data relative to this contrast are presented in Table 4.4.4.

TABLE 4.4.4

ANTICIPATED TENURE IN PRESENT AGENCY AND
RECEIPT OF REWARD FOR COMPLETED EDUCATION

Receipt of Reward	Anticipated Tenure with Agency		
	< 1 year	1-5 years	Career
Agency had such a reward	2	127	430
No such reward existed	15	393	805

Chi Square = 21.420

df = 2

p < .01

As indicated by the probability statement cited in the table, there is a positive relation between anticipated tenure in present employing agencies and receipt of a reward for completed education. Such a relation tends to support Hypothesis Four.

It is possible, and in fact may even be probable, that intervening variables are influencing this relationship. It would not be unreasonable to assume that agencies which offer a reward for completed college education might also be agencies which tend to offer better career opportunities, better salaries, and are more prestigious. These factors would affect anticipated tenure. The relationship among these several variables will be discussed in the conclusion section of this chapter.

Hypothesis 4.5

Hypothesis 4.5 is: "The rank order of factors influencing the employment decision relates to employment with agencies having a reward program for completed education."

The respondents to the survey were asked to rank from high to low six factors which affected their choice of the particular agency with which they sought employment. Table 4.4.5 contrasts the rank order assigned these factors by those recruits receiving a reward for completed education and those not receiving such a reward. The

TABLE 4.4.5

RECEIPT OF REWARD FOR COMPLETED EDUCATION AND
IMPORTANCE OF CONSIDERATIONS AFFECTING
CHOICE OF AGENCY

Mean Rank of Consideration	Receipt of Reward			
	Agency had such a reward	No such reward	KW	p
Only available police employment at the time	4.90	4.47	13.976	< .01
Agency's salary compared to others	2.85	3.14	13.302	< .01
Agency's prestige compared to others	2.76	2.93	5.020	> .01
Nature of the jurisdiction	3.26	3.13	3.102	> .01
Agency's recruitment efforts	4.69	4.46	11.951	< .01
Agency's career & promotion opportunities	2.51	2.84	12.248	< .01

purpose of this comparison is to attempt to determine what other factors are associated with the seeking of a reward for completed education, and thus obtain an indirect measure of the influence of such a reward in and of itself. The data in the table indicate that those recruits who received a reward ranked "agency salary" and "agency career and promotion opportunities" higher than those who did not receive such a reward. They ranked "only available police employment

at the time" and "agency recruitment efforts" lower than others. No differences were detected in the rankings of "agency prestige" and "nature of the agency jurisdiction."

The association between receipt of a reward for completed education and a higher ranking of agency salary as a factor influencing the decision is to be expected. Most reward programs for completed education consist of a salary increment. Those who would seek out such a reward would therefore place a higher value upon salary.

The receipt of a reward for completed education is also positively associated with agency career opportunities. Apparently those agencies which offer an educational incentive reward are also perceived as offering better career opportunities.

The negative association between receipt of a reward and the rank order of agency recruitment efforts is somewhat difficult to explain. One might logically expect a positive association in this regard. However, perhaps the existence of a reward for completed education serves as a recruitment technique in and of itself, and hence other agency efforts in this regard are ranked as less important.

The negative association between receipt of a reward and the rank order of "only available police employment at the time" is a logical one. The relation indicates that the existence of a reward for completed education in an agency will tend to draw personnel

seeking an agency with good career and promotion opportunities (note again the positive relationship in that regard) rather than individuals simply groping for the first employment available. The pattern of the data in Table 4.4.5 therefore tends to support the postulate that reward programs significantly contribute to raising educational levels.

Hypothesis 4.6

Hypothesis 4.6 is: "Proportionally more police recruits with some college who have prior police experience seek employment in agencies which have a reward program for completed education."

Examination of the relationship between prior police experience and employment with agencies having a reward for completed education is relevant to assessing the degree to which such rewards influence employment decisions. Those personnel who are changing their agency of employment are less influenced by the mere availability of employment at some particular point in time, and hence are more selective in their choice of another agency. Removing the nuisance variable of the availability of employment at a particular point in time allows a clearer assessment of the influence of agency reward programs. The data relating previous police employment and receipt of a reward for completed education are presented in Table 4.4.6.

As cited in the table, the probability value is not significant. These data indicate no relation between the two variables. It must be concluded that the influence of a reward for completed education is not significant among those with prior police experience. This result is contrary to the postulate that reward programs have a significant impact on upgrading educational levels.

TABLE 4.4.6
PREVIOUS POLICE EMPLOYMENT AND RECEIPT OF
REWARD FOR COMPLETED EDUCATION

Receipt of Reward	Police Employment	
	Previously employed	First employment
Agency had such a reward	78	146
No such reward existed	488	1085

Chi Square = 1.311
df = 1
p > .01

Hypothesis 4.7

Hypothesis 4.7 is: "Preference for various educational reward programs varies by level of education."

A related issue to assessing the impact of agency reward programs for completed education is the determination of the desirability of various types of reward programs. The most useful information in this regard is a comparison of the desirability of various reward programs by educational levels. All respondents to the survey were asked to rank four types of reward programs in terms of their relative attractiveness. The data relating the mean ranks assigned each of these programs by level of education are presented in Table 4.4.7. The police recruits indicated that a percentage salary increment was the most attractive reward program, then shorter time in rank before qualifying for promotion, then preference given for special assignments, and last, seniority salary increments. No differences in rank order emerged by level of education.

Summary of Hypothesis Four

The pattern of acceptance and rejection of the testable hypotheses subsumed under Hypothesis Four provides only limited support for the hypothesis. Certain of the data lend support to the hypothesis: Some fifty-eight percent of the police recruits who received a reward for completed education indicate that it had at least some influence on their decision to seek employment with the particular agency they did; proportionally more agencies with higher educational

TABLE 4.4.7

LEVEL OF EDUCATION AND RELATIVE ATTRACTION OF VARIOUS
EDUCATIONAL REWARD PROGRAMS

Reward Programs	Level of Education					KW	p
	4 or 4+ yrs.	2 but < 4 yrs.	1 but < 2 yrs.	< 1 yr.	High School		
Percentage salary increment	1.97	1.85	2.03	1.94	2.03	8.740	> .01
Seniority salary increment	2.76	2.88	2.86	2.98	2.86	7.883	> .01
Shorter time before qualifying for promotion	2.40	2.48	2.43	2.50	2.46	1.903	> .01
Preference given for special assignments	2.84	2.75	2.66	2.56	2.63	11.505	> .01

standards tended to offer rewards for completed education; the existence of a reward for completed education also related positively to anticipated tenure in present employing agencies; and, the existence of a reward for completed education tended to be associated with attracting recruits who sought employment with a particular agency on the basis of its career and promotion opportunities.

On the other hand, however, agency reward programs did not relate to the proximity of the employing agency to recruits' home towns, i.e., they were not extremely influential in drawing college graduates from distant residences. In addition, those with prior police experience did not seek out in larger proportions those agencies which offered a reward for completed education.

The totality of these results thus gives limited, but not overwhelming support to Hypothesis Four. Police recruits rank a percentage salary increment as the most attractive reward for completed education.

Hypothesis Five

Hypothesis Five is: *Agency prestige is the primary consideration of collegiate recruits in selection of a particular agency.*

There are eight testable hypotheses which are subsumed under Hypothesis Five.

Hypothesis 5.1

Hypothesis 5.1 is: "With increasing level of education, agency prestige assumes increasing importance as a factor influencing the employment decision of police recruits."

The rationale for expecting agency prestige to be the primary consideration affecting the selection of a particular agency by police recruits with a college background was developed in Chapter I. It is expected that the rank order of agency prestige as a factor influencing the selection of a particular agency will increase with increasing level of education. The data relating level of education and the rank order assigned the six factors affecting the choice of a particular agency are presented in Table 4.5.1. As indicated by the probability statements cited in the table, the rank order of factors affecting the selection of a particular agency goes not vary by level of education.

Overall the rank order of the factors from high to low is:

1. Agency career and promotion opportunities.
2. Agency prestige compared to others.
3. Agency salary compared to others.
4. The nature of the agency jurisdiction.
5. Agency recruitment efforts.
6. Only available police employment at the time.

TABLE 4.5.1

LEVEL OF EDUCATION AND IMPORTANCE OF CONSIDERATION AFFECTING
CHOICE OF A PARTICULAR AGENCY

Mean Rank of Considerations	Level of Education						KW	p
	Overall	4 or 4+ yrs.	2 but < 4 yrs.	1 but < 2 yrs.	< 1 yr.	High School		
Only available police employment at the time	4.59	4.67	4.65	4.67	4.20	4.41	12.292	> .01
Agency's salary compared to others	3.07	2.99	3.08	3.04	3.10	3.07	.754	> .01
Agency's prestige compared to others	2.89	2.87	2.80	2.93	3.04	3.09	7.848	> .01
Nature of the jurisdiction	3.18	3.14	3.09	3.28	3.23	3.41	7.441	> .01
Agency's recruitment efforts	4.51	4.65	4.50	4.52	4.49	4.13	12.421	> .01
Agency's career and promotion opportunities	2.74	2.64	2.82	2.56	2.95	2.87	12.703	> .01

The data, therefore, do not support the expectation expressed in Hypothesis 5.1. It is interesting to note that not only does the rank order of agency prestige not vary among levels of education, but the rank order assigned all of the six variables does not vary according to level of education.

In addition to not supporting Hypothesis 5.1, the data in a very direct sense, of course, also do not support the research hypothesis. Agency career and promotion opportunities is listed as the primary consideration affecting the selection of a particular agency. However, agency prestige is ranked as the second most important consideration. What must be further considered in this regard is that agency career and promotion opportunities and agency prestige are not unrelated characteristics. A substantial proportion of agency prestige is a function of agency career and promotion opportunities. But, nevertheless, Hypothesis Five as it is now categorically stated must be reconsidered in light of these data.

There is relatively little spread among the mean ranks assigned the first four factors as they are listed in order of importance above. The last two factors in order of importance are also relatively close in terms of mean rank, but there is a considerable gap between "nature of agency jurisdiction" (#4) and "agency recruitment efforts" (#5). The relatively low status assigned agency recruitment efforts is to be

expected. Police agencies are not reputed as being active and aggressive seekers of personnel. The fact that "only available police employment at the time" was ranked as last can be explained in one of two ways: either there was a relatively high number of police positions available during the period of the survey, or assigning the factor a high rating was socially or psychologically demeaning to the respondents, and the influence of the factor was thus rated considerably lower than what it in reality should have been. It is known that police employment was not scarce during the period in question, but on the other hand, police positions were not bountiful. It is therefore difficult to say which of the two reasons cited account for the low ranking assigned the factor. Very possibly it is a combination of both.

Hypothesis 5.2

Hypothesis 5.2 is: "The rank order of agency prestige as a factor influencing the employment decision relates positively to forethought of the decision to seek law enforcement employment among police recruits with some college."

It is felt that forethought of a decision to pursue a career in law enforcement results in greater selectivity in choosing a particular agency. Such selectivity would mitigate against the nuisance

variable of employment with a particular agency being the only available at the time. Hence, the influence of agency prestige upon the selection of a particular agency would be more clearly discernable among those who chose to pursue law enforcement as a career well before the time they sought employment with a particular agency. The data relating the time frame of a decision to pursue a law enforcement career and the importance of considerations impinging upon the choice of a particular agency are presented in Table 4.5.2. As indicated by the probability values cited in the table, the mean rank of considerations impinging on the choice of a particular agency do not vary by the time frame of a decision to pursue a career in law enforcement. Hypothesis 5.2 is therefore rejected. The fact that no differences in rank order exist, even regarding availability of employment, indicates that either the availability of employment at a particular point in time is not a nuisance variable in this study, or as a nuisance variable is unaffected by the time frame of a decision to pursue a career in law enforcement. Although the data do not contribute to the acceptance of Research Hypothesis Five, neither do they indicate rejection of the hypothesis.

TABLE 4.5.2

TIME FRAME OF DECISION TO PURSUE LAW ENFORCEMENT CAREER AND IMPORTANCE
OF CONSIDERATIONS AFFECTING CHOICE OF AGENCY

Mean Rank of Considerations	Time Frame					p
	Lifelong Ambition	Upon entering college	After entering/ before termin- ating college	Near/upon termination of college	After termination of college	
Only available police employment at the time	4.58	4.52	4.61	4.54	4.69	1.889 > .01
Agency's salary compared to others	3.15	3.00	3.07	3.00	2.92	7.208 > .01
Agency's prestige compared to others	2.79	2.86	2.99	2.82	2.93	5.264 > .01
Nature of the jurisdiction	3.26	3.24	3.07	3.20	3.09	4.948 > .01
Agency's recruitment efforts	4.53	4.52	4.47	4.60	4.59	1.560 > .01
Agency's career and promotion opportunities	2.67	2.82	2.74	2.76	2.79	2.800 > .01

Hypothesis 5.3

Hypothesis 5.3 is: "Distance of employing agencies from police recruits' 'home towns' relates positively to the rank order of agency prestige as a factor influencing the employment decision."

The rationale for Hypothesis 5.1 relates to the fact that a factor which is influential in the choice of a particular agency ought to be rated particularly high by those who seek employment in agencies distant from their home town residences. As in the case of Hypothesis 5.2, it is thought that those who seek employment at some distance from their home towns are more selective in the choice of a particular agency than others, and hence the influence of nuisance variables will be mitigated. The data relating proximity of present employment to home town and the mean ranks of considerations impinging upon the choice of a particular agency are presented in Table 4.5.3. As indicated by the probability values cited in the table, the rank order of two factors varies by proximity of employment to home town--agency salary compared to others, and agency prestige compared to others. The pattern of mean ranks assigned "agency salary compared to others" does not lend itself to meaningful interpretation. The pattern of mean ranks assigned "agency prestige compared to others" does, however, clearly indicate that agency prestige assumes increasing importance

TABLE 4.5.3

PRESENT EMPLOYMENT'S PROXIMITY TO HOME TOWN AND IMPORTANCE
OF CONSIDERATIONS AFFECTING CHOICE OF AGENCY

Mean Rank of Considerations	Distance			KW	p
	Within 50 miles	51-100 miles	Over 100 miles		
Only available police employment at the time	4.55	4.53	4.83	7.495	> .01
Agency's salary compared to others	3.01	3.31	3.19	10.908	> .01
Agency's prestige compared to others	2.97	2.90	2.50	26.663	> .01
Nature of the jurisdiction	3.15	3.14	3.33	3.637	> .01
Agency's recruitment efforts	4.51	4.44	4.47	.709	> .01
Agency's career and pro- motion opportunities	2.77	2.66	2.65	.778	> .01

as a factor affecting the choice of a particular agency as distance of employment from home town increased. Hypothesis 5.3 is therefore accepted. Note should be taken of the fact that agency prestige is the most important consideration among police recruits employed in agencies over 100 miles from their home town. These data lend support to Research Hypothesis Five.

Hypothesis 5.4

Hypothesis 5.4 is: "Proportionally more police recruits with some college employed in agencies distant from their home towns (over 50 miles) are employed in agencies which require some college as qualification for employment."

Because agency prestige and agency educational requirements are very closely related, it was decided to also test education requirements against proximity of present employment to home town. Such an examination serves as an indirect measure of the influence of agency prestige. Such "hard" data is a valuable supplement to the "soft" data obtained by querying the respondents as to the rank order they would assign the six variables listed earlier. The "soft" data is, of course, susceptible to the influence of socially desirable response patterns and other nuisance variables which do not affect relationships such as that being tested in this hypothesis. The data relating proximity of present employment to home town and employment by agency educational requirement are presented in Table 4.5.4. As indicated by the data presented in the table, the two variables are positively related. The imposition of college educational requirements apparently does draw college educated personnel from their home town vicinity to distant agencies which have such requirements. Hypothesis 5.4 is therefore accepted. Because of the relationship between agency

educational requirements and agency prestige, these data also tend to support Research Hypothesis Five.

TABLE 4.5.4

PRESENT EMPLOYMENT'S PROXIMITY TO HOME TOWN AND
EMPLOYMENT BY AGENCY EDUCATIONAL REQUIREMENT

Educational Requirement	Distance		
	Within 50 miles	51-100 miles	Over 100 miles
High school or equivalent	1127	82	189
Some college work	272	34	90

Chi Square = 25.986
df = 2
p < .01

Hypothesis 5.5

Hypothesis 5.5 is: "The rank order of agency prestige as a factor influencing the employment decision relates positively to agency educational requirements."

In the discussion of Hypothesis 5.4 it was stated that agency educational requirements and agency prestige are closely related. The purpose of this hypothesis is to examine the rank order assigned agency

prestige as it relates to employment by agency educational requirement. If the two variables are related, then those employed in agencies which require some college ought to rank agency prestige higher. Agency educational requirement and the rank order of considerations affecting the choice of a particular agency are presented in Table 4.5.5. The probability values cited in the table indicate that the rank order of two factors affecting the choice of a particular agency vary by agency educational requirement--"agency prestige compared to others" and "only available police employment at the time." The factor of "only available police employment at the time" is ranked lower by those employed in agencies which require some college. This is a reasonable expectation since one would anticipate those seeking employment in such agencies to be more selective in their choice of an agency. The mean rank of "agency prestige compared to others" is higher among those employed in agencies which require some college. In fact, agency prestige is ranked the most important consideration by those employed in agencies which require some college. Hypothesis 5.5 is therefore accepted. This relationship supports the contention that agency educational requirements and agency prestige are closely related. The data further indicate that among those employed in agencies which require some college, agency prestige is the primary consideration affecting the choice of that particular agency.

TABLE 4.5.5

EMPLOYMENT BY AGENCY EDUCATIONAL REQUIREMENT AND IMPORTANCE
OF CONSIDERATIONS AFFECTING CHOICE OF AGENCY

Mean Rank of Considerations	Educational Requirement			
	High school or equivalent	Some college work required	KW	p
Only available employment at the time	4.51	4.93	17.004	< .01
Agency's salary compared to others	3.07	2.98	.797	> .01
Agency's prestige compared to others	2.96	2.59	18.645	< .01
Nature of the jurisdiction	3.13	3.29	3.306	> .01
Agency's recruitment efforts	4.57	4.42	2.589	> .01
Agency's career and promotion opportunities	2.73	2.75	.121	> .01

Hypothesis 5.6

Hypothesis 5.6 is: "Factors related to the decision to seek employment with a particular agency do not differ by the size of the employing agency."

When considering the factors which affect the choice of a particular agency, it is useful to ascertain whether such factors might vary by agency size. Since no particular evidence exists to indicate that there might be such variation, Hypothesis 5.6 is stated in null form. The data relating size of agency and the rank order of considerations affecting the choice of a particular agency are presented in Table 4.5.6. As indicated by the data in Table 4.5.6., Hypothesis 5.6 is rejected. Five of the six factors do vary by size of agency.

The influence of "only available police employment at the time" apparently increases as size of agency decreases. This would indicate that either smaller agencies are less selective in their employment criteria or that those who are groping for the first available police employment tend to look to these agencies more often. There is a general tendency for agency salary to be rated more important as a consideration as size of agency increases. Other factors are apparently more important to those who seek employment with smaller agencies (in particular, "only available police employment at the time" and "nature of the agency jurisdiction"). Agency prestige assumes increased importance as size of agency increases. This is consonant with the general observation that larger police agencies are generally more prestigious. The importance of "nature of agency jurisdiction"

TABLE 4.5.6

SIZE OF AGENCY AND IMPORTANCE OF CONSIDERATIONS
AFFECTING CHOICE

Mean Rank of Considerations	Size of Agency				KW	p
	< 50	50-199	200-499	> 500		
Only available employment at the time	3.78	4.52	4.45	5.23	155.721	< .01
Agency's salary compared to others	3.44	2.90	2.96	2.91	45.787	< .01
Agency's prestige compared to others	3.32	3.06	2.93	2.48	11.777	< .01
Nature of the jurisdiction	2.76	2.84	3.24	3.67	133.065	< .01
Agency's recruitment efforts	4.35	4.57	4.49	4.58	7.290	> .01
Agency's career and promotion opportunities	3.31	3.10	2.89	2.09	183.308	> .01

varies inversely with size of agency. Smaller agencies do tend to be associated with suburban and middle-class jurisdictions, while larger agencies are associated with metropolitan jurisdictions. Those who seek employment in smaller agencies are apparently influenced by the opportunity to work in a middle-class or suburban environment. Agency

recruitment efforts do not vary by size of agency, but this is to be expected considering the fact that very few police agencies make much of an effort at recruitment. Agency career and promotion opportunities tends to be rated higher as size of agency increases.

The utility of this data relates to the kind of recruitment efforts likely to be most effective in various sizes of agencies. The data indicate that large agencies would do well to emphasize their career and promotion opportunities, while small agencies would do best to emphasize the nature of the agency jurisdiction.

Hypothesis 5.7

Hypothesis 5.7 is: "A higher proportion of police recruits in large police agencies (over 500 sworn personnel) are from that agency vicinity (within 50 miles) than are those employed in other sized agencies."

Ancillary to consideration of factors affecting the choice of a particular agency is consideration of whether agencies of any particular size tend to "draw" personnel from greater distances than other agencies. The data relating size of agency and proximity of employment to home town are presented in Table 4.5.7. The probability value cited in Table 4.5.7 indicates that a relationship does exist between agency size and proximity of employment to home town.

TABLE 4.5.7

SIZE OF AGENCY AND PRESENT EMPLOYMENT'S
PROXIMITY TO HOME TOWN

Proximity	Size of Agency			
	< 50	50-199	200-499	> 500
Within 50 miles	425	372	194	515
51-100 miles	35	20	18	57
Over 101 miles	64	49	24	155

Chi Square = 42.868

df = 6

p < .01

Examination of the data reveals that there is a tendency for large agencies to attract personnel from greater distances, while small agencies tend to employ personnel from the immediate agency vicinity. The practical inference of such information is that national recruiting is probably beneficial for large agencies, and less so for smaller agencies.

Hypothesis 5.8

Hypothesis 5.8 is: "The rank order of agency prestige as a factor influencing the employment decision relates positively to the existence of previous police experience."

The rationale for Hypothesis 5.8 is similar to that of several of the other testable hypotheses subsumed under Research Hypothesis Five. Specifically, it is felt that previous police employment relates to greater selectivity in the choice of a particular agency, and hence mitigates against interference from the nuisance variable of "only available employment at the time." The data relating previous employment and the rank order of considerations affecting the choice of a particular agency are presented in Table 4.5.8. As indicated by the probability values cited in Table 4.5.8, no relationship exists between prior police experience and the mean ranks assigned any of the six factors examined in the study. Hypothesis 5.8 is therefore rejected. These data do not lend support to Research Hypothesis Five.

Summary of Hypothesis Five

The pattern of acceptance and rejection of the testable hypotheses subsumed under Hypothesis Five do not support acceptance of the hypothesis as it is explicitly stated. It might very well be said,

TABLE 4.5.8

PREVIOUS POLICE EMPLOYMENT AND IMPORTANCE OF
CONSIDERATION ON CHOICE OF AGENCY

Mean Rank of Considerations	Police Employment		KW	p
	Previously employed	First employment		
Only available police employment at the time	4.63	4.59	.518	>.01
Agency's salary compared to others	2.90	3.08	3.039	>.01
Agency's prestige compared to others	3.00	2.87	1.907	>.01
Nature of the jurisdiction	3.21	3.17	.172	>.01
Agency's recruitment efforts	4.63	4.49	1.663	>.01
Agency's career and promotion opportunities	2.55	2.77	3.650	>.01

however, that "agency prestige is a primary consideration which affects the selection of a particular agency by police recruits with a college background" rather than "agency prestige is the primary consideration which affects" Agency career and promotion opportunities emerges as a consideration of at least equal importance. The mean ranks of these two considerations are very close, agency career and

promotion opportunities being ranked overall slightly higher. Among police recruits employed in agencies at distances over 100 miles from their home town, agency prestige is ranked as the primary consideration. In addition, among police recruits employed in agencies which imposed a college educational requirement, agency prestige is ranked as the primary consideration. Categorical rejection of the hypothesis would therefore be inappropriate, but likewise, categorical acceptance of the postulate is also inappropriate.

The rank order of considerations affecting the choice of a particular agency did not vary by the forethought of a decision to seek employment in law enforcement, or the existence of previous police experience. The ordering of the factors did vary by size of agency, "agency career and promotion opportunities" being ranked higher among police recruits in large agencies, and "nature of agency jurisdiction" being ranked higher among police recruits in small agencies. Agency prestige and agency educational requirements were closely related.

Hypothesis Six

Hypothesis Six is: *Starting annual salary is a significant consideration which affects the selection of a particular agency by*

police recruits with a college background. There are six testable hypotheses subsumed under Hypothesis Six. The rationale for testing the effect of salary upon the decision to seek employment with a particular agency separately from the other considerations was developed in Chapter I. Specifically, it is hoped that by contrasting salary with several other "hard" variables, the effect of this consideration may be more clearly discernable than by merely examining the rank order assigned salary in comparison to other variables. The rank order assigned salary by police recruits might be lower than its actual influence due to a perceived socially desirable response set.

Hypothesis 6.1

Hypothesis 6.1 is: "Starting annual salary levels of police recruits relate positively to level of education."

One alternate means of assessing the effect salary has upon the employment decision of police recruits is to examine salary by educational level. A tendency for the two variables to be strongly positively related would indicate that salary is perhaps a more important consideration affecting agency selection than indicated by the rank order assigned salary by the respondents. The data relating starting salary level and level of education are presented in

Table 4.6.1. As indicated by the probability value cited in the table, starting annual salary and level of education are related. This relation is positive, i.e., as education increases salary level increases. However, it should be noted that the two variables are not strongly related. Furthermore, it should be expected that some positive relationship would exist attributable to thirty-one percent of the respondents receiving a reward for completed education. A relationship of no greater strength than that indicated can be explained by this factor. Hence, even though the data support the acceptance of Hypothesis 6.1, nevertheless, they do not indicate that salary is necessarily a more important consideration in the decision to seek employment with a particular agency than the rank order assigned it in relation to the other five considerations.

Hypothesis 6.2

Hypothesis 6.2 is: "Starting annual salary levels of police recruits relate positively to the rank order assigned salary as a factor contributing to a decision to seek employment with a particular agency."

In assessing the impact of salary level upon the employment decision, it is useful to determine the relationship between actual salary received and the rank order assigned salary as an influence

TABLE 4.6.1

STARTING ANNUAL SALARY AND LEVEL OF COLLEGIATE EDUCATION

Level of Education	Starting Annual Salary									
	< \$7000	\$7000-\$7999	\$8000-\$8999	\$9000-\$9999	\$10000-\$10999	\$11000-\$11999	\$12000-\$12999	> \$13000		
4 or more years of college	31	44	55	106	99	52	26	9		
2 but < 4 years of college	82	88	123	138	165	82	27	8		
1 but < 2 years of college	43	60	82	100	111	27	4	3		
< 1 year of college	25	33	41	55	53	14	3	0		
High School	18	22	30	33	31	11	2	2		

Chi-square = 65.834

df = 28

p < .01

upon the employment decision. The data relating starting annual salary level and the rank order of considerations affecting the choice of a particular agency are presented in Table 4.6.2. As indicated in the table, the mean rank assigned salary does vary by level of starting annual salary. As starting annual salary increases, the rank order assigned salary as an employment consideration also increases. With the exception of agency prestige, the mean rank assigned the other considerations also varies according to salary level. The factor of "only available police employment at the time" tends to have less influence as salary level increases, as might be expected. Likewise, "nature of agency jurisdiction" and "agency recruitment efforts" also tend to have less influence as salary level increases. On the other hand, "agency career and promotion opportunities" tends to have a greater influence as salary level increases. There is an apparent association between the influence of salary and the influence of agency career and promotion opportunities as considerations affecting the choice of a particular agency.

Hypothesis 6.3

Hypothesis 6.3 is: "Starting annual salary levels of police recruits relate positively to level of education required for employment."

TABLE 4.6.2

INITIAL ANNUAL SALARY AND IMPORTANCE OF CONSIDERATIONS AFFECTING
CHOICE OF A PARTICULAR AGENCY

Mean Rank of Considerations	Starting Annual Salary										KW	P
	< \$7000	\$7000- \$7999	\$8000- \$8999	\$9000- \$9999	\$10000- \$10999	\$11000- \$11999	\$12000- \$12999	> \$13000				
Only available police employ- ment at the time	3.48	4.32	4.50	4.88	4.63	5.17	5.26	5.14	95.986	<.01		
Agency's salary compared to others	3.98	3.43	3.07	2.88	2.81	2.68	2.82	2.91	116.831	<.01		
Agency's prestige compared to others	3.05	3.01	2.95	2.83	2.95	2.58	2.68	2.82	15.470	>.01		
Nature of the jurisdiction	2.94	2.92	3.01	3.23	3.34	3.53	3.24	3.41	30.465	<.01		
Agency's recruit- ment efforts	4.20	4.29	4.53	4.71	4.62	4.58	4.77	4.77	24.816	<.01		
Agency's career and promotion opportunities	3.41	3.05	2.98	2.57	2.54	2.34	2.42	1.95	71.115	<.01		

In attempting to determine the influence of salary upon the decision to select a particular agency for employment, it is important to ascertain whether salary functions as an isolated consideration, or whether it is intrinsically related to several other considerations. The purpose of this hypothesis is to determine if one such intrinsic relationship exists, i.e., a relationship between salary and agency educational requirements. The data relating these two variables are presented in Table 4.6.3. As indicated by the data in Table 4.6.3, starting annual salary and employment by agency educational requirements are positively related. This would indicate that agencies with higher educational employment requirements also offer higher starting annual salaries. These two factors therefore are probably a conjunctive influence among those police recruits seeking employment in such agencies.

Hypothesis 6.4

Hypothesis 6.4 is: "Starting annual salary levels of police recruits relate positively to the existence of a reward program for completed education in employing agencies."

In the discussion of Hypothesis 6.1, it was mentioned that receipt of a reward for completed education undoubtedly influenced the finding of a positive relationship between level of education

TABLE 4.6.3

INITIAL ANNUAL SALARY AND EMPLOYMENT BY AGENCY EDUCATIONAL REQUIREMENT

Educational Requirement	Starting Annual Salary							
	< \$7000	\$7000-\$7999	\$8000-\$8999	\$9000-\$9999	\$10000-\$10999	\$11000-\$11999	\$12000-\$12999	> \$13000
High School/ equivalent	158	181	223	339	343	113	34	10
Some college work required	25	48	80	63	84	59	25	10

Chi Square = 60.387
df = 7
p < .01

and starting annual salary. The purpose of Hypothesis 6.4 is to test the strength of that relationship. As in the case of agency educational requirements, a reward for completed education and salary may function as a conjunctive influence. The data relating starting annual salary level and receipt of a reward for completed education are presented in Table 4.6.4. As expected, receipt of a reward for completed education is positively related to starting annual salary. The degree of this relationship is the information of interest in this case. Examination of the data reveals that the relationship is very strong. Such information supports the contention mentioned in the discussion of Hypothesis 6.1 that the relationship between the level of education and starting annual salary can be largely accounted for by the existence of reward programs for completed education. The two variables therefore function as conjunctive considerations in the selection of a particular agency.

Hypothesis 6.5

Hypothesis 6.5 is: "Starting annual salary levels of police recruits relate positively to the distance of employing agencies from home towns."

TABLE 4.6.4

INITIAL ANNUAL SALARY AND RECEIPT OF REWARD FOR COMPLETED EDUCATION

Receipt of Reward	Starting Annual Salary							
	< \$7000	\$7000- \$7999	\$8000- \$8999	\$9000- \$9999	\$10000- \$10999	\$11000 \$11999	\$12000 \$12999	> \$13000
Agency had such a reward	17	28	83	131	176	101	21	11
No such reward existed	166	202	222	273	251	72	39	9

Chi Square = 166.432

df = 7

p < .01

The influence of salary as a means of "drawing" personnel from distant residences provides another means of assessing its influence relative to the other considerations. The data relating starting annual salary and proximity of present employment to home town are presented in Table 4.6.5. As indicated by the probability value cited in the table, the two factors are related. However, the pattern of the relationship is variable. At the salary level of \$9000-\$9999 a higher proportion of police recruits are employed from distances over fifty miles from their home town than would be theoretically expected if the variables were independent. If this pattern continued as salary level continued to rise the hypothesis would be substantiated. However, this is not the case. At the salary level of \$10,000-\$10,999 the pattern reverses itself, a greater number of police recruits being from distances proximate to the employing agency than would be theoretically expected if the variables were independent. Hypothesis 6.5 is therefore rejected. The pattern of this relationship cannot be explained by other data in this study.

Hypothesis 6.6

Hypothesis 6.6 is: "Starting annual salary levels of police recruits relate positively to prior police experience."

TABLE 4.6.5
INITIAL ANNUAL SALARY AND PRESENT EMPLOYMENT'S
PROXIMITY TO HOME TOWN

Proximity	Starting Annual Salary									
	< \$7000	\$7000-\$7999	\$8000-\$8999	\$9000-\$9999	\$10000-\$10999	\$11000-\$11999	\$12000-\$12999	> \$13000		
Within 50 miles	148	196	255	311	388	149	48	16		
51-100 miles	16	18	22	44	20	8	2	1		
Over 100 miles	34	33	52	76	48	29	12	5		

Chi Square = 31.239
df = 14
p < .01

It is felt that those with prior police experience are less pressured by the exigency of having to obtain immediate employment, therefore causing the influence of salary to be more clearly discernable. The data relating starting annual salary and prior police experience are presented in Table 4.6.6. As indicated in the table, starting annual salary and prior police experience are positively related. However, this relationship is not overwhelmingly strong. The strength of the relationship would not indicate that salary is a more important consideration than indicated by the rank order assigned it by the respondents in relation to the other considerations.

Summary of Hypothesis Six

Starting annual salary level relates positively to level of education, to the rank order assigned salary as a factor contributing to a decision to seek employment with a particular agency, to level of education required for employment, to the existence of a reward program for completed education, and to prior police experience.

Hypothesis Six characterizes starting annual salary as "a significant consideration." The data in totality support this postulate.

The data do not indicate, however, that starting annual salary is any more important an influence than the rank order assigned it in

TABLE 4.6.6
INITIAL ANNUAL SALARY AND PRIOR POLICE EMPLOYMENT

Police Employment	Starting Annual Salary							
	< \$7000	\$7000- \$7999	\$8000- \$8999	\$9000- \$9999	\$10000- \$10999	\$11000 \$11999	\$12000 \$12999	> \$13000
Previously employed	26	22	40	38	52	29	15	16
First employment	172	225	291	389	406	156	47	6

Chi Square = 92.085
df = 7
p < .01

relation to the other considerations by the respondents. It appears rather to function as a conjunctive influence with the other factors listed above.

Hypothesis Seven

Hypothesis Seven is: *Anticipated tenure in both present employing agencies and the criminal justice field is influenced by level of education.* There are nine testable hypotheses subsumed under Hypothesis Seven.

Hypothesis 7.1

Hypothesis 7.1 is: "Level of education of police recruits relates positively to anticipated tenure in the criminal justice field."

As documented in Chapter I, the evidence pertaining to the relationship between level of education and tenure in the criminal justice field is conflicting. While some data indicate that there is a negative relationship between the two factors, other data indicate the opposite conclusion. Table 4.7.1 presents the data relating

level of education and anticipated tenure in the criminal justice field.

TABLE 4.7.1
LEVEL OF EDUCATION AND ANTICIPATED TENURE OF
EMPLOYMENT IN CRIMINAL JUSTICE FIELD

Anticipated Tenure in Field	Level of Education				
	4 or 4+ yrs.	2 but < 4 yrs.	1 but < 2 yrs.	< 1 yr.	High School
Less than 1 year	1	3	0	0	0
1-5 years	29	28	14	13	5
Career	389	674	409	209	139

Chi Square = 11.754
df = 8
p > .01

As indicated by the probability value cited in the table, these data do not indicate that a relationship exists between the two variables. It should be noted, however, that the overwhelming majority of respondents to this study (95%) indicated that they anticipated a career in the criminal justice field. Upon initial examination it was thought that the ninety-five percent statistic was influenced by the fact that an indication of an anticipated career was a socially desirable

response. It is interesting to note, however, that when queried regarding anticipated tenure in present employing agencies, the respondents indicated in much greater proportions a lesser tenure expectation. Thus, the socially desirable response factor may not be that influential. Apparently the vast majority of law enforcement recruits do intend upon entering the police service to remain in the field, even if not with their first employing agency.

Hypothesis 7.2

Hypothesis 7.2 is: "Academic degree attainment relates positively to anticipated tenure in the criminal justice field."

In conjunction to determining whether level of education and anticipated tenure in the field are related, it is felt useful to determine if the completion of a specific academic program of study might relate to anticipated tenure. The data relating these two variables are presented in Table 4.7.2. As was the case with level of education, these data do not indicate a relationship between academic degree attainment and anticipated tenure in the criminal justice field. Once again, however, the lack of such a relationship is to be expected due to the high proportion of respondents indicating an anticipated tenure of a career.

TABLE 4.7.2
ANTICIPATED TENURE IN CRIMINAL JUSTICE IN FIELD AND
ACADEMIC DEGREES RECEIVED

Academic Degree	Anticipated Tenure in Field		
	< 1 year	1-5 years	Career
None	2	43	924
Associate	1	11	378
Baccalaureate	1	29	367
Graduate/ Professional	0	1	18

Chi Square = 9.278
df = 6
p > .01

Hypothesis 7.3

Hypothesis 7.3 is: "Anticipated tenure in the criminal justice field relates positively to the forethought of a decision to pursue employment in law enforcement among police recruits with some college."

The purpose of this hypothesis is to determine if a late decision to pursue employment in the field relates to a regard of the employment as temporary. The data relating anticipated tenure in the

criminal justice field and the time frame of a decision to pursue a law enforcement career among college educated recruits are presented in Table 4.7.3.

TABLE 4.7.3
ANTICIPATED TENURE IN CRIMINAL JUSTICE FIELD
AND TIME FRAME OF DECISION TO PURSUE
LAW ENFORCEMENT CAREER

Time Frame	Anticipated Tenure in Field		
	< 1 year	1-5 years	Career
Lifelong ambition	0	13	576
Upon entering college	1	9	262
After entering/before terminating college	0	23	365
Near/upon termination of college	2	17	160
After termination of college	1	21	283

Chi Square = 31.591
df = 8
p < .01

As indicated by the data in the table, a positive relationship does exist between the forethought of a decision to pursue a law enforcement career and the anticipated tenure in the field. These data indicate

that it is advisable to interest college students in a career in law enforcement early in their college career.

Hypothesis 7.4

Hypothesis 7.4 is: "Anticipated tenure in the criminal justice field relates positively to anticipated tenure in present employing agencies."

The fact that a positive relationship is likely to exist between these two variables is rather obvious. The real issue in question in Hypothesis 7.4 is the magnitude of the relationship. The data contrasting anticipated tenure in present employing agencies to anticipated tenure in the criminal justice field are presented in Table 3.7.4.

TABLE 4.7.4

ANTICIPATED TENURE IN PRESENT AGENCY CONTRASTED
TO ANTICIPATED TENURE IN CRIMINAL JUSTICE FIELD

	< 1 year	1-5 years	Career
Anticipated Tenure in Present Agency	1%	29%	70%
Anticipated Tenure in Field	0%	5%	95%

The data indicate that although only five percent of police recruits anticipate less than a career in the criminal justice field, some thirty percent anticipate less than a career in their present employing agency. Relatively few police recruits with some college who enter the police service do so as merely temporary employment. However, a fairly large percentage anticipate leaving their initial agency of employment.

Hypothesis 7.5

Hypothesis 7.5 is: "Level of education of police recruits relates positively to anticipated tenure in present employing agencies."

The data relating level of education and anticipated tenure in present employing agencies are presented in Table 4.7.5. As indicated in the table, these variables are related negatively at an educational level of four or more years of college, proportionally fewer police recruits at that level anticipating a career in present employing agencies. Specifically, thirty-nine percent of the police recruits with four or more years of college indicate an anticipated tenure of only one to five years with present employing agencies, contrasted to an average of twenty-five percent of all other police recruits. It would appear that four year graduates expect greater mobility in the

field than others. Anticipated mobility is not, however, affected by lesser levels of education.

TABLE 4.7.5

LEVELS OF EDUCATION AND ANTICIPATED TENURE OF
EMPLOYMENT IN PRESENT AGENCY

Anticipated Tenure in Present Agency	Level of Education				
	4 or 4+ yrs.	2 but < 4 yrs.	1 but < 2 yrs.	< 1 yr.	High School
Less than 1 year	7	5	3	2	0
1-5 years	162	201	95	56	32
Career	250	490	324	164	113

Chi Square = 38.672

df = 8

p < .01

Hypothesis 7.6

Hypothesis 7.6 is: "Anticipated tenure in present employing agencies relates positively to agency educational employment requirements."

The purpose of testing this hypothesis is to determine whether certain factors might mitigate against the tendency of college educated recruits to leave their initial agency of employment. The data

relating anticipated tenure with present agencies and employment by agency educational requirement are presented in Table 4.7.6.

TABLE 4.7.6
ANTICIPATED TENURE IN PRESENT AGENCY AND
EMPLOYMENT BY AGENCY EDUCATIONAL REQUIREMENT

Educational Requirement	Anticipated Tenure in Present Agency		
	< 1 year	1-5 years	Career
High school/ equivalent	13	428	930
Some college work required	4	90	300

Chi Square = 10.361
df = 2
p < .01

As indicated by the data in Table 4.7.6, anticipated tenure with present employing agencies is positively related to agency educational employment requirement, i.e., recruits employed in agencies which require some college work as qualification for employment anticipate remaining with that agency longer. Hypothesis 7.6 is therefore accepted. There is not necessarily a direct cause and effect relationship between these two variables. However, these data do indicate that college educated recruits are more committed to remaining with

agencies which are of such a nature that they impose college educational requirements as qualification for employment.

Hypothesis 7.7

Hypothesis 7.7 is: "The rank order of factors influencing the employment decision relates to anticipated tenure in present employing agencies."

It is useful to determine what relationships exist between anticipated tenure in initial employing agencies and considerations which affect the selection of the particular agency. The data relating these two variables are presented in Table 4.7.7. These data indicate that three factors, "only available police employment at the time," "agency prestige compared to others," and "agency career and promotion opportunities," relate to anticipated tenure in present employing agencies. As might be expected, those who anticipate longer tenure in present employing agencies rank "only available police employment at the time" as having less influence upon the employment decision. The mean rank of agency prestige relates positively to anticipated tenure in present employing agencies, as does the mean rank of agency career and promotion opportunities. In the discussion of Hypothesis 7.6, it was stated that the positive relationship between agency educational employment requirements and anticipated tenure in

TABLE 4.7.7

ANTICIPATED TENURE IN PRESENT AGENCY AND IMPORTANCE
OF CONSIDERATIONS AFFECTING CHOICE OF AGENCY

Mean Rank of Considerations	Anticipated Tenure in Present Agency				
	< 1 year	1-5 years	Career	KW	p
Only available police employment at the time	1.67	3.71	4.99	175.819	< .01
Agency's salary compared to others	3.63	3.12	3.02	2.435	> .01
Agency's prestige compared to others	4.25	3.28	2.72	66.814	< .01
Nature of the jurisdiction	3.38	3.06	3.23	5.340	> .01
Agency's recruit- ment efforts	3.56	4.50	4.52	7.573	> .01
Agency's career and promotion opportunities	4.56	3.31	2.49	101.612	< .01

present employing agency might not be a direct cause and effect relationship; that instead, police recruits with a college background anticipate longer tenure in the kind of agency which would impose a college educational requirement. The data in Table 4.7.7 support this contention. An agency type emerges which relates to longer

anticipated tenure, that agency type including greater prestige, greater career and promotion opportunities, and higher educational employment requirements.

Hypothesis 7.8

Hypothesis 7.8 is: "Starting annual salary levels of police recruits relate positively to anticipated tenure with present employing agencies."

As was the case in the two previous hypotheses, the purpose of this hypothesis is to attempt to identify factors which might mitigate against short anticipated tenure in initial agencies of employment. Salary is one such possible factor. The data relating starting annual salary level and anticipated tenure of employment in present agencies are presented in Table 4.7.8. As indicated by the data in Table 4.7.8, there is a strong positive relationship between anticipated tenure in present employing agencies and the starting annual salaries received in that agency. A high starting salary may thus be added to the description of a type of agency which tends to attract college educated officers who intend to remain with that agency.

TABLE 4.7.8

INITIAL ANNUAL SALARY AND ANTICIPATED TENURE OF EMPLOYMENT IN PRESENT AGENCY

Anticipated Tenure in Present Agency	Starting Annual Salary									
	< \$7000	\$7000- \$7999	\$8000- \$8999	\$9000- \$9999	\$10000- \$10999	\$11000- \$11999	\$12000- \$12999	> \$13000		
Less than 1 year	3	4	5	3	2	0	0	0		
1-5 years	97	85	106	97	107	32	18	4		
Career	94	152	210	322	346	153	43	18		

Chi Square = 87.112
df = 14
p < .01

Hypothesis 7.9

Hypothesis 7.9 is: "Anticipated tenure with present employing agencies does not differ by the size of the employing agency."

Lacking evidence to support a directional form for Hypothesis 7.9, the hypothesis is stated in null form. The purpose of this hypothesis is to determine, once again, what factors might influence anticipated tenure in initial employing agencies. The data relating size of agency and anticipated tenure of employment in present employing agencies are presented in Table 4.7.9.

TABLE 4.7.9

SIZE OF AGENCY AND ANTICIPATED TENURE OF
EMPLOYMENT IN PRESENT AGENCY

Anticipated Tenure in Present Agency	Size of Agency			
	< 50	50-199	200-499	> 500
Less than 1 year	10	4	3	0
1-5 years	228	128	61	128
Career	274	303	163	596

Chi Square = 124.444

df = 6

p < .01

As indicated by the probability value cited in the table, size of agency does relate to anticipated tenure with that agency. Anticipated tenure increases as size of agency increases. The relationship may be partially explained by the agency type which emerged as likely to attract college educated police officers anticipating a career in the agency--agencies of the type described are most often large in size.

Summary of Hypothesis Seven

The pattern of acceptance and rejection of the testable hypotheses subsumed under Hypothesis Seven only partially support the hypothesis. Level of education does not appear to influence anticipated tenure in the criminal justice field. Level of education does influence anticipated tenure in present employing agencies, but only at the level of four or more years of college. Among police recruits with that level of education, anticipated tenure with present employing agencies tends to diminish.

Academic degree attainment does not relate to anticipated tenure in the criminal justice field. Anticipated tenure in the field does relate, as might be expected, to the forethought of a decision to pursue employment in law enforcement. Some ninety-five percent of

police recruits indicate that they anticipate spending a career in the criminal justice field.

There is a considerable difference between anticipated tenure in the criminal justice field and anticipated tenure with present employing agencies. Overall, seventy percent of the police recruits expect to spend a career with their present employing agency, and only sixty percent of those with four or more years of college. An agency type emerged, however, which was related to greater anticipated tenure in present employing agencies. The type includes those agencies which tend to have better career and promotion opportunities, higher prestige, better salaries, higher educational employment standards, and of a size of over fifty sworn personnel.

Hypothesis Eight

Hypothesis Eight is: *Police recruits whose academic major is law enforcement are more committed to a career in law enforcement than those majoring in other areas.* There are eight testable hypotheses subsumed under Hypothesis Eight.

Hypothesis 8.1

Hypothesis 8.1 is: "At least thirty percent of police recruits with some college major in a field other than law enforcement/criminal justice."

The first statistic of interest when examining the contrast between law enforcement majors and police recruits with other academic backgrounds is the relative proportion of each entering the police service. The data describing the nature of the academic majors of collegiate police recruits are presented in Table 4.8.1. Note should be taken of the fact that only about half of the collegiate police recruits entering the police service between July 1, 1972, and June 30, 1973, majored in law enforcement. When this fact is considered in conjunction with the finding that only thirty-seven percent of police recruits during the period had some college background, the need for continued expansion of academic programs in law enforcement is obvious.

Hypothesis 8.2

Hypothesis 8.2 is: "Of police recruits with some college, those majoring in law enforcement have completed proportionally more college than those majoring in other fields."

TABLE 4.8.1
MAJOR FIELD OF COLLEGIATE STUDY

	Number	Percent
Law Enforcement/Criminal Justice	834	46
Social Science	297	17
Education	73	4
Arts & Letters	31	2
Business/Management	232	13
Natural Sciences	90	5
Non-Preference	108	6
Other	131	7
Total	1796	100

The effect of law enforcement as an academic major upon level of education is important to ascertain when assessing the impact of such programs. There is considerable debate among law enforcement academicians as to whether law enforcement programs ought to be concentrated at the associate or baccalaureate level. This argument will be largely resolved, however, not by the academicians themselves, but by the academic ambitions of law enforcement students. Level of education and major field of study are contrasted in Table 4.8.2. As

TABLE 4.8.2

LEVEL OF EDUCATION AND MAJOR FIELD OF COLLEGIATE STUDY

Field of Study	Level of Education				
	4 or 4+ yrs.	2 but < 4 yrs.	1 but < 2 yrs.	< 1 yr.	High School
Law Enforcement/ Criminal Justice	141	344	212	121	16
Social Science	117	93	54	29	4
Education	35	21	15	2	0
Arts & Letters	12	11	5	3	0
Business/Management	57	104	56	14	1
Natural Science	21	44	18	7	0
Non-Preference	0	34	44	30	0
Other	38	59	22	11	1

Chi Square = 184.207

df = 28

p < .01

indicated in the table, there is a relationship between the two variables. Proportionally fewer law enforcement majors completed four or more years of college, while proportionally more law enforcement majors complete two but less than four years of college. This phenomenon is, of course, a function of the widespread development of associate degree

programs in law enforcement. In contrast, proportionally more police recruits who majored in other disciplines complete four or more years of college.

Data from the table indicate that a large number of law enforcement majors are terminating their college study at the associate degree level. At the same time, however, a percentage of law enforcement majors which is certainly not slight are continuing their education through the four year level. Continued development of baccalaureate programs is therefore appropriate. The data regarding the other fields of college study indicate that law enforcement employment is not merely a haven for drop-outs from these majors, but that the police service is attracting an equal proportion of four year graduates from these programs.

Hypothesis 8.3

Hypothesis 8.3 is: "Proportionally more police recruits with some college who major in law enforcement complete academic degrees."

The purpose of Hypothesis 8.3 is to further assess the effect of associate degree programs in law enforcement. The data relating academic attainment and major field of study in college are presented in Table 4.8.3. As indicated by the data in the table, there is a relationship between field of study in college and academic

TABLE 4.8.3

ACADEMIC DEGREE AND MAJOR FIELD OF COLLEGIATE STUDY

Field of Study	Academic Degree			
	None	Associate	Baccalaureate	Graduate/ Professional
Law Enforcement/ Criminal Justice	460	234	133	6
Social Science	140	40	112	5
Education	33	6	32	2
Arts & Letters	15	4	11	1
Business/Management	122	54	54	2
Natural Sciences	49	20	21	0
Non-Preference	98	8	1	0
Other	65	27	36	3

Chi Square = 171.253

df = 21

p > .01

attainment. Specifically, law enforcement majors tend to complete proportionally more academic degrees at the associate degree level, and proportionally fewer degrees at the baccalaureate level. Considered in conjunction with the data in Table 4.8.2, these data indicate

that the associate degree is being utilized as a terminal degree by a large proportion of law enforcement majors.

Hypothesis 8.4

Hypothesis 8.4 is: "Those police recruits with some college who major in law enforcement anticipate longer tenure in the criminal justice field."

There is a fear among many of the professionals in the law enforcement field that a large number of the college educated recruits entering the police service from academic majors other than law enforcement are using such employment simply as an expedient means of obtaining a temporary job. The purpose of Hypothesis 8.4 is to determine whether this is true (to the extent possible by a query as to anticipated tenure), and if so, to what degree. The data relating anticipated tenure in the criminal justice field and major field of college study are presented in Table 4.8.4. As indicated by the data in the table, there is a relationship between the two variables. Law enforcement majors do anticipate longer tenure in the criminal justice field. However, the magnitude of the difference is not great enough to warrant discriminating against non-law enforcement majors. This is particularly true when the nature of the data is considered,

since a much more valid study in this regard would be one which ascertained actual tenure rather than expressed anticipated tenure.

TABLE 4.8.4
ANTICIPATED TENURE IN CRIMINAL JUSTICE FIELD AND
MAJOR FIELD OF COLLEGIATE STUDY

Field of Study	Anticipated Tenure in Field		
	< 1 year	1-5 years	Career
Law Enforcement/ Criminal Justice	1	22	801
Social Science	1	17	274
Education	0	6	67
Arts & Letters	0	4	26
Business/Management	1	8	220
Natural Science	0	12	76
Non-Preference	1	3	101
Other	0	12	119

Chi Square = 42.279

df = 14

p < .01

Hypothesis 8.5

Hypothesis 8.5 is: "The rank order of factors influencing the employment decision relates to academic major."

Consistent with the postulate of Hypothesis Eight that law enforcement majors are more committed to a career in the field than others, it is expected that agency selection criteria among law enforcement majors emphasizes agency career and promotion opportunities. The data relating the mean ranks assigned considerations affecting the choice of a particular agency and academic major are presented in Table 4.8.5. As indicated by the data in the table, no differences emerged in the mean rank assigned the various considerations among categories of academic majors. Hypothesis 8.5 is therefore rejected, which indicates no difference in commitment between law enforcement versus other academic majors.

Hypothesis 8.6

Hypothesis 8.6 is: "Proportionally more police recruits with some college who major in law enforcement are employed in agencies which require some college as qualification for employment."

As was the case in Hypothesis 8.5, it is expected that more commitment to a law enforcement career among law enforcement majors

TABLE 4.8.5

MAJOR FIELD OF COLLEGIATE STUDY AND IMPORTANCE OF CONSIDERATIONS
AFFECTING CHOICE OF AGENCY

Mean Rank of Considerations	Field of Study								KW	p
	Law Enfor/ Crim. Just.	Social Science	Educa- tion	Arts & Letters	Bus./ Mgmt.	Nat. Sci.	Non- Pref	Other		
Only available police employment at the time	4.45	4.70	4.84	4.46	4.96	4.46	4.36	4.86	18.071	> .01
Agency's salary compared to others	3.11	2.94	3.26	3.03	2.93	3.14	2.76	3.21	14.473	> .01
Agency's prestige compared to others	2.90	2.90	2.57	3.10	2.73	2.99	3.06	2.81	8.677	> .01
Nature of jurisdiction	3.16	3.21	3.29	3.28	3.15	2.93	3.13	3.27	3.487	> .01
Agency's recruitment efforts	4.53	4.51	4.53	4.38	4.67	4.70	4.64	4.27	8.707	> .01
Agency's career and promotion opportunities	2.84	2.66	2.51	2.69	2.56	2.74	2.91	2.57	9.147	> .01

results in different selection criteria in the choice of a particular employing agency. Since police agencies with college educational requirements generally tend to offer better career opportunities, a positive relationship between law enforcement academic major and agency educational requirements would indicate more commitment to a law enforcement career. The data relating agency educational requirements and major field of college study are presented in Table 4.8.6. As indicated by the probability value cited in the table, these data do not indicate a relationship between major field of college study and agency educational requirement. Hypothesis 8.6 is therefore rejected. These data indicate that law enforcement majors are no more committed to a career in the field than others.

Hypothesis 8.7

Hypothesis 8.7 is: "Proportionally more police recruits with some college who major in law enforcement are employed in agencies which have a reward for completed education."

The rationale for Hypothesis 8.7 is the same as given above for Hypothesis 8.6. The data relating major field of college study and receipt of reward for completed education are presented in Table 4.8.7. As indicated by the probability value cited in the

TABLE 4.8.6

AGENCY EDUCATIONAL REQUIREMENT AND
MAJOR FIELD OF COLLEGIATE STUDY

Field of Study	Educational Requirement	
	High school/ equivalent	Some college work required
Law Enforcement/ Criminal Justice	632	200
Social Science	236	60
Education	59	14
Arts & Letters	28	3
Business/Management	174	58
Natural Sciences	75	15
Non-Preference	94	14
Other	100	31

Chi Square = 13.658

df = 7

p > .01

MAJOR FIELD OF COLLEGIATE STUDY AND RECEIPT OF REWARD FOR COMPLETED EDUCATION

Chi Square = 16.106
df = 7
p > .01

table, these data do not indicate a relationship between the two variables. Thus, Hypothesis 8.7 is rejected. These data also indicate that law enforcement majors are no more committed to a career in the field than others.

Hypothesis 8.8

Hypothesis 8.8 is: "Proportionally more police recruits with some college who major in law enforcement are employed in agencies distant (over 50 miles) from their home towns."

The rationale for this hypothesis is similar to that of Hypothesis 8.6. Specifically, a positive relationship between law enforcement as an academic major and distance of employing agency from home town would indicate greater selectivity in the choice of an employing agency among law enforcement majors and hence, more commitment to a career in the field. The data relating proximity of present employment to home town and major field of college study are presented in Table 4.8.8. As indicated by the probability value cited in the table, these data do not indicate a relationship between major field of college study and proximity of employment to home town. Hypothesis 8.8 is therefore rejected. These data also indicate that law enforcement majors are no more committed to a career in the field than others.

TABLE 4.8.8

PRESENT EMPLOYMENT'S PROXIMITY TO HOME TOWN AND
MAJOR FIELD OF COLLEGIATE STUDY

Field of Study	Distance		
	Within 50 miles	51-100 miles	Over 100 miles
Law Enforcement/ Criminal Justice	654	54	126
Social Science	221	23	52
Education	59	4	10
Arts & Letters	22	3	6
Business/Management	186	16	30
Natural Science	69	9	12
Non-Preference	89	4	12
Other	97	5	29
Chi Square = 14.840			
df = 14			
p > .01			

Summary of Hypothesis Eight

The pattern of acceptance and rejection of the testable hypotheses subsumed under Hypothesis Eight do not support the hypothesis. Although there is a statistically significant difference between law

enforcement majors and others with regard to expressed anticipated tenure in the criminal justice field, the magnitude of the difference is not pragmatically significant. When law enforcement majors are contrasted to others with regard to employment patterns and considerations affecting the selection of a particular agency, relationships which would support the contention that law enforcement majors are more committed to a career in the field do not emerge.

These data also indicate that law enforcement majors only constituted about one half of the police recruits with some college entering the police service between July 1, 1972, and June 30, 1973. The associate degree is an apparent terminal program of college study for a high proportion of law enforcement majors, however, a significant number of such majors do continue through the baccalaureate level. In addition, these data indicate that the law enforcement profession was not chosen by only those from other academic majors who failed to complete four years of college, but that a substantial portion of these individuals enter law enforcement with a baccalaureate degree.

Summary of Analysis

Hypothesis One.--Individuals with a collegiate background are now entering the police service in impressively large numbers--is

accepted. The data from this study indicate that some thirty-seven percent of the recruits now entering police service have been in college for at least one year. In California, this percentage is substantially higher--seventy-three percent. Some ten percent of the police recruits now entering law enforcement have completed four or more years of college. Patterns of employment by size or type of agency according to level of education did not emerge.

Hypothesis Two.--The Law Enforcement Program has significantly contributed to raising the educational level of police recruits--is accepted with modification. Only thirteen percent of collegiate police recruits now entering police service have received direct financial assistance through the Law Enforcement Education Program. However, because this assistance was differentially distributed, twenty-three percent to law enforcement majors as opposed to four percent to others, the program has fostered the development of academic programs in law enforcement, and hence has indirectly impacted upgrading the educational level of police recruits. The receipt of LEEP assistance related positively to both level of education and academic degree attainment. Considering these data in totality, it is concluded that the Law Enforcement Education Program has had an indirect impact upon raising police recruit educational levels, rather than a direct impact.

Hypothesis Three.--Police cadet programs have significantly contributed to raising the educational level of police recruits--is accepted. Some eighteen percent of collegiate police recruits, eight percent of the total number of recruits employed during the period, experienced prior involvement in a police cadet program. Cadet involvement relates positively to associate degree attainment, but negatively to baccalaureate attainment. Anticipated tenure in the criminal justice field is not related to prior involvement in a police cadet program.

Hypothesis Four.--Agency reward programs for completed college education have significantly contributed to raising the educational level of police recruits--is accepted. Fifty-eight percent of the police recruits who received a reward for completed education indicate that it had at least some influence in their decision to seek employment with the particular agency they did. The existence of a reward for completed education also relates positively to anticipated tenure in present employing agencies. On the other hand, however, agency reward programs are not extremely influential in drawing college graduates from distant residences. The influence of reward programs, considering all factors, can thus be characterized as significant although not overwhelming. Police recruits rank a percentage salary increment as the most attractive reward program for completed education.

Hypothesis Five.--Agency prestige is the primary consideration of collegiate recruits in selection of a particular agency--is rejected. Agency career and promotion opportunities is ranked as the primary consideration by police recruits. However, agency career and promotion opportunities and agency prestige appear to be very closely related. Agency prestige is ranked as the second most important consideration, with a mean rank very close to that of agency career and promotion opportunities. Furthermore, agency prestige is ranked as the primary consideration by recruits employed in agencies more than one hundred miles from their home towns, and among recruits employed in agencies which impose a college educational employment requirement. Agency prestige thus emerges as a primary consideration rather than the primary consideration. Overall, the order assigned in this study to factors influential in police recruits' selection of a particular agency are, in descending impact: 1) Agency career and promotion opportunities, 2) Agency prestige, 3) Agency salary, 4) Nature of agency jurisdiction, 5) Agency recruitment efforts, 6) Only available police employment at the time. The order of considerations affecting the choice of a particular agency did not vary by educational level, forethought of a decision to pursue a career in law enforcement, or the existence of previous police experience. It did vary by size of agency, career and promotion opportunities being ranked higher among

police recruits in large agencies, and nature of agency jurisdiction higher among police recruits in small agencies.

Hypothesis Six.--Starting annual salary is a significant consideration of collegiate recruits in selection of a particular agency--is accepted. Although ranked third among considerations affecting the choice of a particular agency, the mean rank of salary as an influence is close to that of the first two considerations. Furthermore, starting annual salary relates positively to level of education, distance of employing agency from home town, and prior police experience. Starting annual salary is therefore a significant, although probably not primary, consideration affecting the choice of a particular agency. It appears to function as a conjunctive influence with several other factors, specifically career and promotion opportunities, agency prestige, educational requirements, and reward for completed education.

Hypothesis Seven.--Anticipated tenure in both present employing agencies and the criminal justice field is influenced by level of education--is accepted in part. Levels of education do not appear to influence anticipated tenure in the criminal justice field, but do influence anticipated tenure in present employing agencies. An overwhelming majority of police recruits (95%) anticipate permanent careers in the criminal justice field, only seventy percent, however, anticipated lifetime careers with their present agency. Furthermore,

anticipated tenure in present agencies varies according to level of education--those with four or more years of college anticipating shorter tenure than those with less education. Emergent, however, is a type of agency attractive to college educated police recruits who express longer anticipated tenure with their present agency. These are the agencies which tend to offer better career and promotion opportunities, are of higher prestige, offer better initial salaries, impose higher educational employment requirements, and are larger in size.

Hypothesis Eight.--Police recruits with an academic major in law enforcement are more committed to a career in law enforcement than those majoring in other areas--is rejected. There is no pragmatically significant difference in expressed anticipated tenure in the criminal justice field by academic major, and there is no apparent difference in the degree of selectivity in the choice of an employing agency--a factor indirectly indicative of stronger commitment to a career. Only about half of the collegiate police recruits entering law enforcement have majored in law enforcement or criminal justice as a field of academic study. The associate degree appears to be a terminal academic program for a large proportion of law enforcement majors, although a significant number do attain a baccalaureate degree. Of

other academic majors entering the police service, a high proportion have completed four or more years of college.

CHAPTER V

SUMMARY AND CONCLUSIONS

Summary

In Chapter I the contextual framework of the rationale for this study is related to: 1) the magnitude of the problem of crime as it has increased in the United States during the past decade, 2) consensus that the quality of police personnel must be improved to effectively combat the problem of crime, 3) the primary initiator of upgrading efforts being the Safe Streets Act of 1968, and 4) the precise role of this study as one evaluative measure of the impact of educational upgrading efforts.

It is appropriate to define crime as the basic rationale for this particular study, because had it not been for the spiraling of crime, efforts to upgrade America's police would still be negligible; thus, negating a need for such a study. Reducing crime is not, however, the only reason for upgrading the education of police. It would be remiss to leave the impression that that were the case. Therefore, in Chapter II the police role in our society is more closely examined

and related to two other rationales for educationally upgrading the police.

The nature of the police function in societal conflict resolution is the substance of the second rationale for educationally upgrading the police. Conflict resolution--or the maintenance of social order--in an urban society involves concurrent employment of both social work and law enforcement techniques. The philosophically opposed orientations of the two fields result in role conflict for police officers. This conflict is too often currently resolved by rejection of the social work image and adoption of a crime fighter self-concept, inhibiting the ability of a police officer to successfully resolve a situation basically amenable to social counseling techniques. Because college educated individuals are more able to cope with role conflict, and because a college education encourages social perspective conducive to social counseling, balanced order maintenance by police is the second rationale for upgrading their education.

Ensurance of proportionate exercise of police discretion is the substance of the third rationale for educationally upgrading the police. The amount of discretion available to police is immense, both because of limited police resources and because of the ambiguity and breadth of criminal statutes. Efforts to externally control police

discretion have not been successful. The use of police discretionary power within the restraining intent of the Bill of Rights is a delicate and comprehensive intellectual task. This function should not be left in the hands of individuals whose observation of this world is informed by any less than a college education. This is the third and best rationale for improving the education of police.

The purpose of this study was to determine the educational levels of police recruits in the United States between July 1, 1972, and June 30, 1973, and the influence of certain factors affecting college educated recruits' choice of a particular agency for employment. In order to obtain a national sample, four states representative of national characteristics were selected for inclusion in the study: California, Michigan, New Jersey, and Texas. Data obtained from the records of the law enforcement standards and training commissions in these states included names, educational levels, and agencies of employment of newly hired police recruits during the designated period. A stratified random sampling of these recruits was selected to provide a research population for a mailed questionnaire. The purpose of the questionnaire was to elicit information regarding factors pertinent in selection of a particular law enforcement agency for employment by college educated police recruits. The study design is descriptive in nature, employing eight research hypotheses subsuming fifty-four

testable hypotheses. Relationships are tested by chi square analysis of contingency tables and the Kruskal-Wallis analysis of variance. The research hypotheses are accepted or rejected on the basis of the weight of evidence emerging from the pattern of acceptance and rejection of subsumed testable hypotheses. The findings pertinent to each research hypothesis are:

Hypothesis One.--Individuals with a collegiate background are now entering the police service in impressively large numbers, is accepted. The data from this study indicate that some thirty-seven percent of the recruits now entering police service have been in college for at least one year; in California, this percentage is an atypical seventy-three percent. Some ten percent of the police recruits now entering law enforcement have completed four or more years of college. Patterns of employment by size or type of agency according to level of education did not emerge.

Hypothesis Two.--The Law Enforcement Education Program has significantly contributed to raising the educational level of police recruits, is accepted with modification. Only thirteen percent of collegiate police recruits now entering police service have received direct financial assistance through the Law Enforcement Education Program. However, because this assistance was differentially distributed, twenty-three percent to law enforcement majors as opposed to four

percent to others, the program has fostered development of academic programs in law enforcement, hence, indirectly upgrading the educational level of police recruits. The receipt of LEEP assistance related positively to both level of education and attainment of academic degree. Considering these data in totality, it is concluded that the Law Enforcement Education Program has had an indirect impact upon raising police recruit educational levels, rather than a direct impact.

Hypothesis Three.--Police cadet programs have significantly contributed to raising the educational level of police recruits, is accepted. Some eighteen percent of collegiate police recruits, eight percent of the total number of recruits employed during the period, had had prior involvement in a police cadet program. Cadet involvement relates positively to associate degree attainment, but negatively to baccalaureate attainment.

Hypothesis Four.--Agency reward programs for completed college education have significantly contributed to raising the educational level of police recruits, is accepted. Fifty-eight percent of the police recruits who received a reward a reward for completed education indicate that it had at least some influence in their decision to seek employment with the particular agency they did. The existence of a reward for completed education also relates positively to anticipated tenure in present employing agencies. On the other hand, however,

agency reward programs are not extremely influential in drawing college graduates from distant residences. The influence of reward programs, considering all factors, can thus be characterized as significant although not overwhelming. Police recruits rank a percentage salary increment as the most attractive reward program for completed education.

Hypothesis Five.--Agency prestige is the primary consideration of collegiate recruits in selection of a particular agency, is rejected. Agency career and promotion opportunities is ranked as the primary consideration by police recruits. However, these opportunities and agency prestige appear to be very closely related. Agency prestige is ranked as the second most important consideration, with a mean rank very close to that of agency career and promotion opportunities. Furthermore, agency prestige is ranked as the primary consideration by recruits employed in agencies more than one hundred miles from their home towns, and by recruits employed in agencies imposing a collegiate employment requirement. Agency prestige thus emerges as a primary consideration rather than the primary consideration. Overall, the order assigned in this study to factors influential in police recruits' selection of a particular agency are, in descending impact: 1) Agency career and promotion opportunities, 2) Agency prestige, 3) Agency salary, 4) Nature of agency jurisdiction, 5) Agency recruitment

efforts, 6) Only available police employment at the time. The order of considerations affecting choice of a particular agency did not vary by educational level, forethought of a decision to pursue a career in law enforcement, or the existence of previous police experience. It did vary according to size of agency, career and promotion opportunities being more important among police recruits in large agencies, and the nature of agency jurisdiction being ranked more important among recruits in small agencies.

Hypothesis Six.--Starting annual salary is a significant consideration of collegiate recruits in selection of a particular agency, is accepted. Although ranked third among considerations affecting the choice of a particular agency, the mean rank of salary is close to that of the first two considerations. Furthermore, initial annual salary relates positively to level of education, as well as proximity of employing agency to home town and prior police experience. Initial annual salary is therefore a significant, if not primary, consideration in the choice of a particular agency. It appears to function as a conjunctive influence with several other factors, specifically career and promotion opportunities, agency prestige, educational requirements, and reward for completed education.

Hypothesis Seven.--Anticipated tenure in both present employing agencies and the criminal justice field is influenced by level of

education, is accepted in part. Levels of education do not appear to influence anticipated tenure in the criminal justice field, but do influence anticipated tenure in present employing agencies. An overwhelming majority of police recruits (95%) anticipate permanent careers in the criminal justice field; only seventy percent, however, anticipate lifetime careers with their present agency. Furthermore, foreseeable tenure in present agencies varies according to level of education--recruits with four or more years of college anticipating shorter tenure than those with less education. Emergent, however, is a type of agency attractive to college educated police recruits who express longer anticipated tenure with their present agency. These are the agencies which tend to offer better career and promotion opportunities, are of higher prestige, offer better initial salaries, impose higher educational requirements, and are larger in size.

Hypothesis Eight.--Police recruits with an academic major in law enforcement are more committed to a career in law enforcement than those majoring in other areas, is rejected. There is no pragmatically significant difference in expressed anticipated tenure in the criminal justice field by academic major, and there is no apparent difference in the degree of selectivity in the choice of an employing agency--a factor indirectly indicative of stronger commitment to a career. Only about half of the collegiate police recruits entering law enforcement

have majored in law enforcement or criminal justice as a field of academic study. The associate degree appears to be academically terminal to a large proportion of law enforcement majors, although a significant number do attain a baccalaureate degree. Of other academic majors entering the police service, a high proportion have completed four or more years of college.

Conclusions

Two generalized conclusions can be drawn from the findings of this study. The first of these is that current efforts to educationally upgrade the police have resulted in moving police educational levels to a transitory stage between high school and college; nearly one half of the police recruits now being employed have completed at least one year of college. The second conclusion is that the educational levels of police recruits in a particular agency are a function of the extrinsic rather than intrinsic characteristics of that agency. Most notable among the extrinsic characteristics are agency career and promotion opportunities, agency prestige, the existence of higher education employment requirements, and reward programs for completed education.

The first conclusion--that police educational levels have risen significantly during the last few years--offers encouragement to present efforts to upgrade the police. The fact that the LEEP program had directly assisted so few police recruits with a college background, only thirteen percent, was a surprising finding of this study. It must be remembered, however, that the impact of LEEP goes beyond the extent to which it directly aids particular individuals. The development of academic programs in law enforcement/criminal justice has been by far the most significant reason police recruit educational levels have risen. Approximately fifty percent of the police recruits with some college have majored in an academic program in law enforcement, and LEEP has fostered the development of these programs. Most encouraging also is the fact that LEEP assistance, when received, does relate positively to levels of education and academic degree attainment. The assistance program apparently accomplishes what it is intended to accomplish in this regard.

It should be noted that in California, which is several years ahead of the rest of the nation in development of academic programs in law enforcement, three-fourths of the police recruits spend at least one year in college, and one-fourth hold the baccalaureate degree. The California experience indicates that continued growth of academic programs in law enforcement will cause educational levels

to rise significantly beyond their present status. Considering the fact that current LEEP appropriations in the form of direct student assistance are reaching only thirteen percent of college educated police recruits, it would appear to be more economical to direct a large proportion of future program funding to academic program development per se.

A significant number of police recruits with between two and four years of college standing, particularly among law enforcement majors, possess an associate degree. This seems to indicate that they have deliberately elected purposely designed academic programs terminating at this level, rather than that they are drop-outs of baccalaureate programs. The findings of this study also indicate that a high proportion of law enforcement majors continue study through the baccalaureate level, making it reasonable to infer that the associate degree is not likely to become accepted as terminal for law enforcement officers. In this regard it is also noteworthy that involvement in a police cadet program actually relates negatively to baccalaureate attainment. Implied is a need for careful examination of police cadet programs as police educational levels rise to and beyond the two years of college at which such programs are now designed to terminate.

The second conclusion--that the educational levels of police recruits in a particular agency are a function of the extrinsic rather

than the intrinsic characteristics of that agency--is, like the first conclusion, encouraging to efforts to upgrade the police. Educational levels do not vary according to either size of an agency or the nature of agency jurisdiction. They do vary, however, according to manipulable characteristics of an agency, agencies characterized by better promotion and career opportunities, higher prestige, and the existence of higher educational employment requirements more likely to attract and retain college educated police recruits. Thus, if a real desire exists to improve the caliber of police personnel in a particular agency, the intrinsic nature of the agency is not an excuse for failure to make such improvements.

In summary, all of the programs designed to educationally upgrade the police examined in this study were found to have had positive impact. The LEEP program, police cadet programs, agency reward programs, and academic programs in law enforcement are functioning conjunctively to improve police educational standards. While certain aspects of these efforts would benefit from specific changes, none were found to be completely ineffective. Continued effort to upgrade the police is indicated, as is the day when the democratic policeman becomes standard rather than ideal.

APPENDIX

SCHOOL OF CRIMINAL JUSTICE
College of Social Science
Michigan State University
E. Lansing, Michigan 48823

APPENDIX

CODE:

QUESTIONNAIRE

Police Recruit Educational Background Analysis

Introduction

Please answer the following questions utilizing the appropriate code number, writing it on the line to the left of the question. If you respond by the category "other," please briefly explain the response.

- ____ 1. With what type of agency are you employed?
- | | |
|---------------------|-----------------------------------|
| 1. Municipal | 3. State Police or Highway Patrol |
| 2. County (Sheriff) | 4. Other: _____ |
- ____ 2. What is the size of the agency in terms of authorized sworn personnel?
- | | |
|-----------------|---------------|
| 1. Less than 50 | 3. 200 to 499 |
| 2. 50 to 199 | 4. Over 500 |
- ____ 3. What was your starting annual salary level?
- | | |
|---------------------|-------------------------|
| 1. Under \$7000 | 5. \$10,000 to \$10,999 |
| 2. \$7000 to \$7999 | 6. \$11,000 to \$11,999 |
| 3. \$8000 to \$8999 | 7. \$12,000 to \$12,999 |
| 4. \$9000 to \$9999 | 8. Over \$13,000 |
- ____ 4. Your level of education:
- | |
|--|
| 1. High School or GED |
| 2. Less than one year of college |
| 3. Completion of one but less than two years of college |
| 4. Completion of two but less than four years of college |
| 5. Completion of four or more years of college |
- ____ 5. Prior to your present employment, were you employed full-time as a police officer in any other police agency?
- | | |
|--------|-------|
| 1. Yes | 2. No |
|--------|-------|

- _____ 6. How close is your employing agency to what you would consider to be your "home town" (if a state police agency, consider its location to be that of your present assignment)?
1. Within 50 miles 2. 51 to 100 miles 3. Over 101 miles
7. A number of factors interacting in a complex way contribute to a decision to seek employment with a particular agency. However, some considerations are invariably more important than others. Would you rank order the following considerations in terms of their relative importance in your decision to seek employment with the particular agency you did (1 being the most important, to 6 being the least important. Use each number, 1 through 6, only once).
- _____ Only available police employment at the time
- _____ Agency's salary compared to others
- _____ Agency's prestige compared to others
- _____ Nature of the jurisdiction (that is, suburban vs urban; lower class vs middle class, etc.)
- _____ Agency's recruitment efforts
- _____ Agency's career and promotion opportunities
- _____ 8. Do you regard employment in the law enforcement/criminal justice field (that is, not necessarily your present agency) as:
1. Temporary available employment (less than one year)
2. Short-term employment (one to five years)
3. Career
- _____ 9. Do you regard employment with the police agency where you are now as:
1. Temporary available employment (less than one year)
2. Short-term employment (one to five years)
3. Career
- _____ 10. Whether or not you have completed some college credit, would you rank order the following types of educational incentive programs (rewards for college credit completed) in terms of their attractiveness to you (1 being the most attractive, to 4 being the least attractive. Use each number, 1 through 4, only once):
- _____ Percentage salary increment (for example, 5% or 10% extra for specified amount of college work completed)

- _____ Seniority salary increment (for example, starting at the two-year seniority salary level for specified amount of college work completed, thus allowing college personnel to "get to the top" faster)
- _____ Shorter time in rank before qualifying for promotion (for example, eligible for promotion to sergeant in three years instead of five years)
- _____ Preference given for special assignments (for example, investigative, tactical, or crisis intervention units).

If you have completed some college credit, please answer questions 11 through 18. If not, skip to question 19.

- _____ 11. Does your agency require as qualification for employment?
 - 1. Only completion of high school or equivalent
 - 2. Some college work (anything ranging from a few credits to a BA/BS degree)
- _____ 12. Have you received an academic degree? Indicate highest received.
 - 1. None as yet
 - 2. Associate degree
 - 3. Baccalaureate degree
 - 4. Graduate or professional degree (MS, PhD, LLB, JD, etc.)
- _____ 13. Major field of study in college:
 - 1. Law Enforcement or Criminal Justice
 - 2. Social Science (Sociology, Psychology, Political Science, etc.)
 - 3. Education (kindergarten through 12 teacher preparation)
 - 4. Arts and Letters
 - 5. Business or Management
 - 6. Natural Sciences (Chemistry, Engineering, etc.)
 - 7. No declared major (non-preference student)
 - 8. Other: _____
- _____ 14. Did you receive any LEEP assistance (Law Enforcement Education Program grant or loan) prior to your employment as a police officer?
 - 1. Yes
 - 2. No

- ____ 15. At what point in time did you decide to pursue employment in law enforcement?
1. Lifelong ambition
 2. Upon entering college
 3. After entering but well before terminating college study
 4. Very near or upon termination of college study
 5. Some time after terminating college study
- ____ 16. Were you in a police cadet program prior to becoming a law enforcement officer?
1. Yes
 2. No
- ____ 17. Did your agency have a percentage salary increment or other reward program for completed education at the time of your employment?
1. Yes
 2. No
- ____ 18. If so, how important was the incentive reward in your decision to seek employment with the agency?
1. Very important
 2. Had some influence
 3. Less important
- ____ 19. Are there any additional comments you would like to make regarding the topic of the questionnaire which would influence future police manpower development program decisions? _____
- _____
- _____
- _____
- _____
- _____
- _____
- _____
-

Thank you for your cooperation. If you so requested, a copy of the summary results of the study will be forthcoming within twelve weeks.

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