

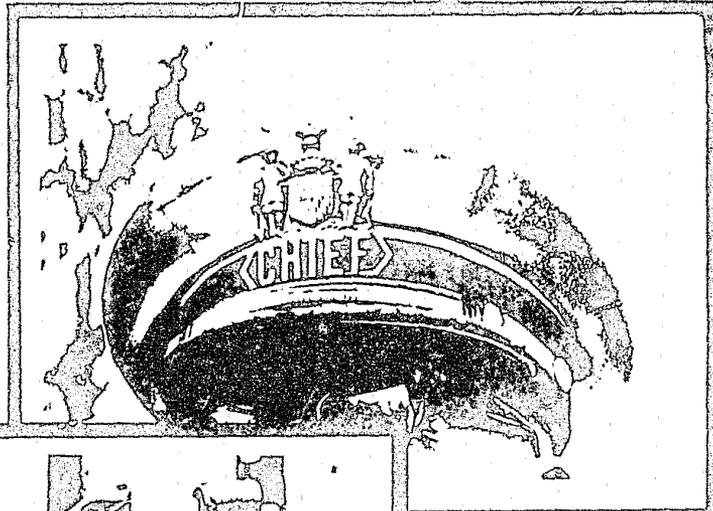
topic digest

selected

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Number 3

*Police
Career
Development*



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UNITED STATES DEPARTMENT OF JUSTICE
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Police Career Development

Selected Topic Digest

Number 3

By

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About the Author

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His major research interests are organizational development and management training, computer-based criminal justice information systems, and helicopters in the police service. He has written six textbooks and over 20 articles pertaining to criminal justice.

Dr. Whisenand received his Ph.D. in Public Administration from the University of Southern California.



Is Something Lacking?

Knowledgeable public and private managers are aware of both the intent and advantages of a career development program. Indeed, the vast majority would express considerable enthusiasm about the need for a career development program within their own organization. Nevertheless, interest in career development for the most part has remained, regrettably, an interest; and this situation is especially true in our city and county police agencies.

Fortunately, the National Advisory Commission on Criminal Justice Standards and Goals provided strong support for establishing career development programs when they wrote: "Every police agency should immediately implement formal programs of personnel development. Such activities should be directed toward the employee's professional growth and increased capacity for his present or future role within the agency."¹

¹The National Advisory Commission on Criminal Justice Standards and Goals, Report of the Task Force on Police, (Washington, D.C.: U.S. Government Printing Office, 1973), Std 17.2 (Lead-in paragraph).

Still, the conceptualization of career development programs thus far has been either limited or poorly defined, usually both. In the few instances where program implementation has occurred, they are at best only nominally helpful to the police officer and the organization; and one can argue whether these programs constitute true career development.

Hence, one senses a pending crash for the career development concept, a pessimistic intuition resulting from observed frustration and failures by the police agencies in attempting to put the concept to work. We have reached the crucial point of either mounting a full-scale experimental career development effort or respectfully placing the concept on the shelf of "Meritorious Ideas--Not to be Used in Police Agencies." This digest attempts to define the concept in a practical manner and to describe a career development system recommended for consideration. Obstacles expected in transforming the career development idea from "concept to concrete" are covered in the last section.

"...we have been forced to devote much time and attention to figuring out not only what changes in criminal justice seem to be desirable, but the much more difficult question of how changes occur."²

Peter J. Pitchess, Sheriff, Los Angeles County Sheriff's Department,

²Thomas F. McBride, "The Management of Change," a paper presented at the Management Institute, Committee on the Office of Attorney General, Denver, Colorado, November 6, 1972, p. 1.

offers firm testimony to the paramount need for implementing a career development program when he writes:

Due to the multitude of complex and dynamic demands upon contemporary law enforcement and the corresponding need for increasing the professional nature of the police system, programs of executive and career development are of the utmost importance and urgency...

The establishment of standards, delineation of job requirements, recruitment of qualified personnel, and formulation of effective training programs are all of paramount importance, and are most effectively realized through a program of career development.³

More fuel will not be added at this point to the fire presently burning under the career development concept. If one continues to doubt that the constant updating of professional abilities for police officers through a career system is not really that important, he should read Alvin Toffler's book, Future Shock.⁴ His account of accelerating pace, transience, human mobility, urban transformation, and a variety of fundamental changes in the characteristics of our population are not just shocking but actually frightening.

³Peter J. Pitchess, "Career Development for Professional Law Enforcement," Police, 15 (September/October, 1970), p. 6.

⁴Alvin Toffler, Future Shock (New York: Random House Publishers, 1971).

It is of related interest to note that one of the most respected professions has of late become extremely concerned about career development. Dr. Rubinstein writes in an article entitled "The Outdated U.S. Doctor: Thousands Fail To Renew Knowledge":

...Knowledge is accumulating quickly in the medical sciences, so quickly in some respects that "half life" of medical knowledge is only about 10 years...

...It has become imperative, therefore, that doctors continue to upgrade their knowledge in order to practice current, and not outdated, medicine. The public has every right to expect that doctors are capable of practicing a brand of medicine that is modern in its techniques and up-to-date in its approach.⁵



⁵Morton K. Rubinstein, "The Outdated U.S. Doctor: Thousands Fail to Renew Knowledge," Los Angeles Times, December 3, 1972, Section J, p. 1.

"... one might well speculate on when the half life of police knowledge occurs "

Some interesting paraphrasing of the above comments could be made in regard to the practice of policing. Further, one might well speculate on when the "half life" of police knowledge occurs.

We return to Sheriff Pitchess for a definition of career development. It is:

...A continuing scientific and judicious program for achieving solutions to the long range problems of executive, managerial, and line-function development within the organization. Further, it involves the expedient application of on-the-job instruction, job rotation, and other techniques to assist employees within the organization to increase competent work performance which will benefit both the individual and the group. To that end, the career development structure requires a plurality of small, workable, individual components, all established within the more general framework of a unified system.⁶

⁶Pitchess, "Career Development, p. 6."

Career Paths— Misnomer

Although Sheriff Pitchess implies that a career development program should be comprised of a number of interrelated subprograms or components, the perception of career development containing many paths is equally as fundamental. Career development in our local law enforcement agencies is today primarily limited to a single career path or track; and one might question its claim as a development track since it is actually a promotional ladder.

Normally an officer develops his career in order to advance in rank. With improved status and economic rewards assigned to supervisory and managerial positions in the police organization, there is a tendency for police officers to seek career advancement via the promotional system. As a result, police officers often express interest in being promoted out of police work and into upper level positions. One source states the situation rather succinctly:

The professional because of his background, training, and psychological needs, is dedicated to the utilization and application of his technical knowledge. However, the hierarchical organization usually provides regards and status for the professional who moves away from this technical role performance into a managerial function.

In short, the professional may perceive that the only way to "get ahead" is through giving up those professional and technical skills which he achieved through long training and dedication.⁷

Promotion of the competent police officer into a potentially ineffective supervisor can be tragic for the department. Equally tragic for the individual is the dead-end status assigned to the competent officer whose lack of management potential has been recognized. How many have stated, or at least thought, "Cliff has twenty years on-the-job and is still a patrol officer. Too bad he can't get ahead." One writer commented on this situation:

Obviously related to the need to revamp personnel structures and broaden the recruitment base is the need to broaden career opportunities within the police profession. Currently, the police officer is a captive not only of his profession but of the individual police department he initially selects. Often, because of restrictive pre-employment residency laws, he does not have a choice among police departments (although this is becoming less a problem for a man interested in larger urban departments).

⁷Fred H. Goldner and R.R. Ritti, "Professionalization as Career Immobility," *The American Journal of Sociology*, 72 (March, 1967), p. 514.

Since advancement possibilities in any one police department are limited by existing personnel structures, the police profession does not offer good career opportunities.⁸

Frankly, police agencies currently have but one career path available to their sworn personnel--management. With the growing responsibility for the delivery of more and improved police services, the police organization must develop additional career paths. Let's examine a few of the options.

Career Paths— New Horizons

I use the term, police officer, to denote all sworn personnel engaged in the delivery of police services: patrol officers, traffic officers, detectives, vice investigators, and others. The position of police officer as presently constituted does not appear to encourage, or even facilitate, career development. The system of four to five pay steps, minimal in-service training, and low intradepartmental status, scarcely qualifies as a professional career path for a police officer. Once again the "Too bad Cliff can't get ahead" syndrome is evident; its cause is the lack of a real career path for police officers.

⁸Sheldon Krantz, "New Careers, New Career Paths, and Major Constraints," (a working paper prepared for the Police Foundation, Washington, D.C., October 1, 1971), p. 6.

The dual ladder career system is well known to police organizations. The previously cited observer used the following description:

The dual ladder refers to the side-by-side existence of the usual ladder of hierarchical positions leading to authority over greater and greater numbers of employees and another ladder consisting of titles carrying successively higher salaries, higher status, and sometimes greater autonomy or more responsible assignments.⁹

Unfortunately, one cannot conclude that the two-track system is the answer. Present and emerging staffing requirements for our modern police organization indicate that the current dual ladder would lack many required features. I therefore, propose that the police service create three systematic and distinct career paths to accommodate the careers of their sworn and civilian personnel.



⁹Goldner and Ritti, "Professionalization," p. 489.

Number one in this tripartite path would be a career ladder with at least 20 rungs for professional police officers. This career path would serve to reduce the strong drive of many officers to be promoted into management and would simultaneously elevate their motivation and satisfaction in continued service as a police officer.

Number two in this tripartite system is the supervisory/management career path that already exists. It is the path that commences with supervision over a small group and expands in area of coverage and diversification of functions. Rising through this track would impart experience necessary to handle the greatest number of employees under any conditions foreseeable in a police manager's career. Unlike existing police tracks, however, this path should be considerably modified so that advancement is directly linked to increased degrees of professionalism in managing a police agency.

The last track in the tripartite system should be a civilian career path that permits paraprofessional and professional civilian employees of a police agency to experience career growth. The term paraprofessionals, as used in this context, applies to typists, automobile mechanics, telephone operators, cadets, and community service officers. Professional civilian employees include systems analysts, computer operators, business managers, legal advisers, and others. The significance of a career development program that contains a tripartite path can be read into the following:

Perhaps the most convincing argument for a career path that promotes professionalization and retention of competent police officers is contained in Richard Myren's article on the accelerated movement toward decentralized provision of services by generalists--specialists.¹⁰

Every police agency should screen all personnel in order to identify their individual potential and to guide them toward achieving their full potential. Every employee should be developed to his full potential as an effective patrol officer, a competent detective, a supervisor or manager, or as a specialist capable of handling any of the other tasks within a police agency.¹¹

A System For Career Development

As a word of introduction and caution, there is no perfect way to design a career development program. At best, my proposed design will serve as a guide or may assist in creating one that meets specific organizational needs. In addition, the thinking expressed below should motivate the reader to push for the eventual implementation of a Career Development System (CDS).

¹⁰See Richard A. Myren, "Decentralization and Citizen Participation in Criminal Justice Systems," *Public Administration Review*, 32 (October, 1972), 718-738. Further analysis and support for this thinking can be found in Jesse Rubin, "Police Identity and the Police Role," in *The Police and the Community*, ed. by Robert F. Steadman (Baltimore, Maryland: The Johns Hopkins University Press, 1972), 41-43.

¹¹National Advisory Commission on Criminal Justice Standards and Goals, *Police*, Std 17.1-1.

As noted previously, the basic framework of the CDS is comprised of three career tracks: police official, police management, and professional civilian. Figure 1 depicts these tracks and shows that entry into the civilian path can occur either at the beginning of the ladder or laterally at some higher point. On the other hand, those embarking on police officer and police manager career paths must do so at the lowest entry level. There are, however, exceptions at the top. If the highest official on the police manager ladder is a chief of police, he is appointed by the city manager--or the city manager and council--without consideration of civil service requirements. Where the highest officer is a sheriff, that office is filled by election. A small number of deputy chiefs and top managers are appointed by the sheriff, or chief of police, again without adherence to civil service procedures.

Since the ladders shown in Figure 1 indicate salary steps, it would thus be possible for professional police officers or civilians to earn a higher salary than many police managers. Although some may consider such an arrangement to be bureaucratic heresy, parallel situations can be found in both private and public organizations such as hospitals, educational institutions, and numerous segments of the military service.

Successful implementation of this system will rest largely with a career development unit (CDU) located within the office of the police chief or sheriff. This unit ought to contain a small group of police and professional civilian

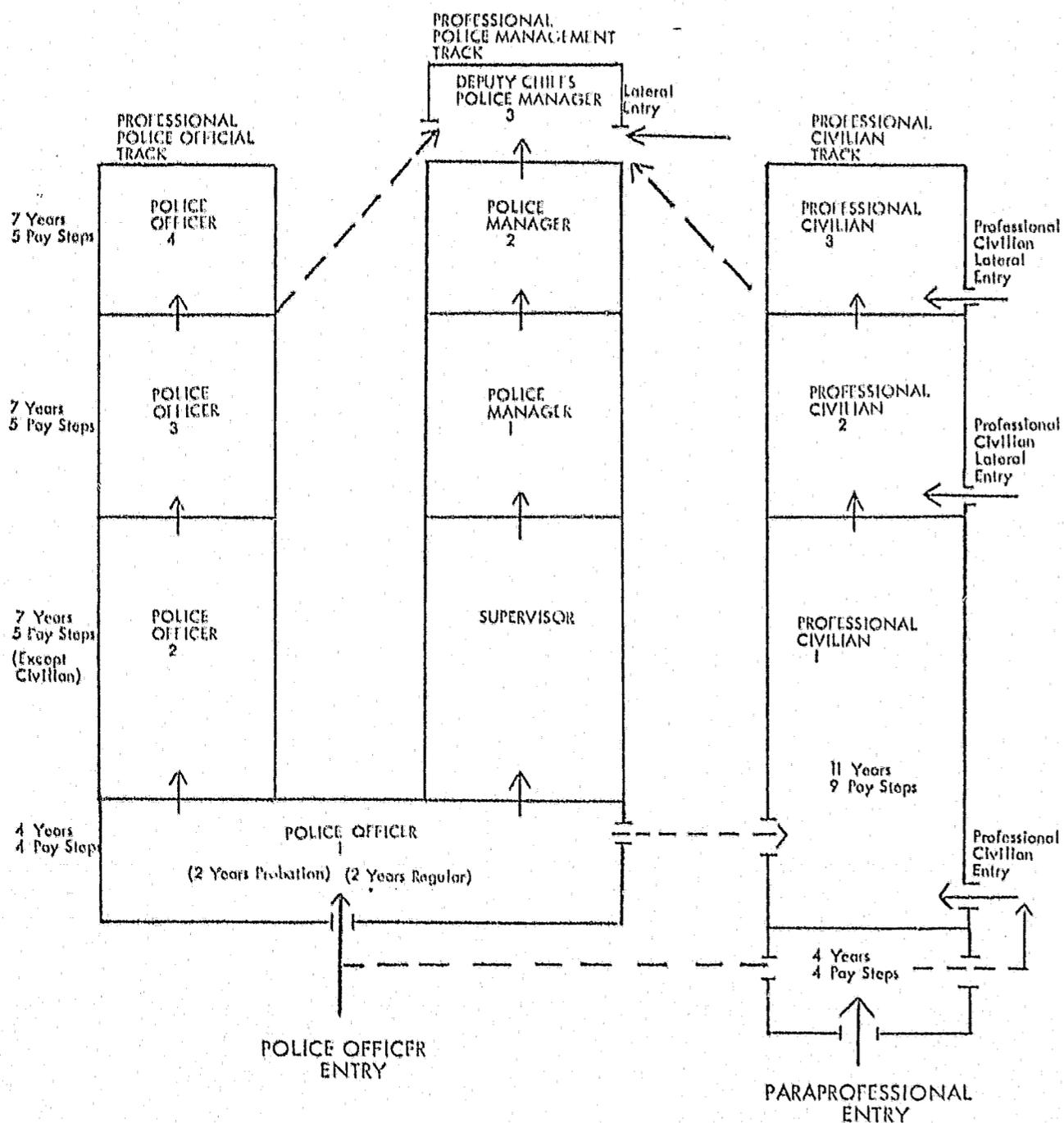
employees and one specialist responsible for recruitment, selection, training/education, planning, counseling, assessment, and advancement. The CDU staff would act as advisers to other related departments--personnel, finance, human resources, etc. Most important, the CDU would be the nucleus for perpetuating professionalization of the department.

Recruitment

The success of a career development program is dependent upon the ability of the department to seek, find, and attract potentially competent police and civilian personnel. While a few police agencies such as Detroit and Oakland are developing and refining career recruitment systems, most departments are operating on a "wait and see who applies" basis. This seeming indifference apparently stems from the improved police salary schedules, together with the reduced job opportunities that have been evident since the late 1960s.

It is true that many police departments are receiving an excess of applicants who can pass minimum qualifications for the position of police officer. One should, however, carefully note the "minimum" aspect. Without a continuous and active program to recruit those with maximum qualifications, who can guarantee the adequacy of applicants capable of responding to the task requirements of the various career paths.

FIGURE 1: PROFESSIONAL CAREER TRACKS



What is the solution? Obviously, the proposed Career Development Unit (CDU) would place emphasis upon a career recruitment campaign to locate and attract the highest qualified human resources for the professional police officer, police manager, and civilian career paths.¹² James Q. Wilson proposes that a recruitment program must have the tested capacity to identify persons who:

- can handle calmly challenges to their self-respect and manhood;
- are able to tolerate ambiguous situations;
- have the physical capacity to subdue persons;
- are able to accept responsibility for the consequences of their own actions;
- can understand and apply legal concepts in concrete situations.¹³

The recruitment effort should look to the career plan for needed information and the direction of its activities. Further, since all employees of the agency share in the responsibility for recruiting qualified personnel, the CDU should serve as coordinator, adviser and central repository of recruitment information.

¹²Recruitment of the paraprofessional civilians should remain within the purview of civil service.

¹³James Q. Wilson, "The Future Policeman," In Future Roles of Criminal Justice Personnel: Position Papers (Marina Del Rey, California: Project STAR, 1972), p. 25.

Once recruited, the next step should be career selection; however procedures presently used for selecting qualified police officers can only be called defective. The applicant usually undergoes a series of standardized tests that have not been proven valid for predicting an individual's capacity to perform the role requirements of a police officer. At best, the tests--paper and pencil, oral interview, physical agility, and medical examination--predict that the applicant will pass the entry-level training course.

Moreover, the selection process is both too long and too short. On the one hand, the series of tests is unnecessarily spread over periods ranging from a few weeks to a few months. This can be costly and confusing and must certainly be frustrating to the applicant. On the other hand, the tests are too brief an exposure to form an accurate or complete assessment of the applicant's capabilities to fulfill properly the role of the police officer. Furthermore, the entire approach appears to be somewhat illogical. Since the selection process is supposedly designed to select-out applicants ill-suited for police work, those remaining are scheduled for entry-level training and ultimately insertion into an organization position. The selection process is, thus, devoid of any concern for selecting-in applicants who possess those human capabilities for consistent growth along one or more career ladders.

Although solutions are readily apparent, they must be preceded by substantial changes. Foremost is the need for validated entry-level tests that are job related and are not racially discriminatory.¹⁴ Next is the question of time. While the testing period must be reduced, the length of the individual tests ought to be extended. Using this criteria, both the training academy and the probation period should become part of the selecting-in process. Finally, career paths must be made known to the applicants at the beginning of the recruitment/selection cycle; and early testing should be implemented for the purpose of future career guidance and department staffing.

Career selection must begin with the development, validation, and use of an examination process that is directly related to the job of a police officer. The CDU, operating in conjunction with the central personnel department, should play a major role in evolving selection methods and criteria concerning both police officers and civilians. Career selection should be comprised of three phases: examination, training, and on-the-job probation.

The examination will be conducted over a one- to two-day period on a quarterly basis, or more frequently as manpower requirements dictate. In addition to validated written

tests, an oral examination will be given by a board of three members: a police manager, a police officer, and a citizen of the community. A combined physical and medical test will ascertain if the applicant possesses the basic composite physical qualifications and medical health to fulfill the position of a police officer. There will also be a psychological test administered by either a clinical psychologist or psychiatrist.

Training and Education

Although there is general agreement that training should begin as soon as possible, little unanimity of opinion is evident regarding its objectives. Moreover, the average training course has yet to be validated in terms of imparting the appropriate knowledge, skills, and professional role behavior for serving in the position of a police officer. One can only hope that a relevant training program will be forthcoming from the monumental research effort presently underway.¹⁵



¹⁵For information on this research, see the various documents produced by Project STAR, American Justice Institute, Marin Del Rey, California.

¹⁴The Law Enforcement Assistance Administration, U.S. Department of Justice founded in 1971 a Center for Minority Group Employment in Criminal Justice, Marquette Law School, Marquette University, Milwaukee, Wisconsin. The primary function of the Center is to assist criminal agencies in recruiting and selecting minority group members.

Career training and education should begin with a six month entry-level training program that is a more lengthy assessment of the candidate's potential to serve effectively as a police officer. Under this plan, the most modern learning techniques and devices will be part of the academy curriculum. This program will be affiliated with a local community college and will award a minimum of 15 semester credits to the trainee. Trained instructors will lecture, conduct small group workshops, use role playing and other simulated exercises, and provide opportunities for one-to-one dialogue. Each instructor will also serve as an adviser to the career counselors, who will consult with the candidates once a month while in the academy.

The ultimate purpose of such training is best described by James Q. Wilson:

A training program should develop each of the above abilities by means of instruction in situations that simulate as far as possible real-world conditions. The object should be to develop an inner sense of competence and self-assurance so that, under conditions of stress, conflict, and uncertainty, the officer is capable of responding flexibly and in a relatively dispassionate manner rather than rigidly, emotionally, or defensively.

The training conditions must be designed to place officers in situations of stress and conflict in which they will manage their own behavior and that of others in a manner consistent with (but rarely determined by) legal standards. Generating such situations in a classroom is not simple, but

the efforts of some departments have shown that it can be done in ways that lead the students involved to experience genuine emotions, lose their tempers, and feel threatened.¹⁶

The policeman's training and education (T/E) does not end with this initial schooling. Once graduated from the basic academy, the police officer should serve an 18-month probationary period, during which he will receive career counseling once every six months. Further, each police officer should be assigned to work with or under the guidance of a field training officer, who will encourage and direct him to a long range objective supported by appropriate training.

In simplest terms: it must be made clear, as unambiguously as possible, that education does matter in police work.¹⁷

Bittner's statement regarding education and training summarizes aptly the views of various commissions, sages, and police practitioners. The latest study by the National Advisory Commission on Criminal Justice Standards and Goals devotes a major portion of its Report of the Task Force on Police to education and training. Reaction to the need for more and improved T/E has been overwhelmingly positive. Many in the field are engrossed with T/E to a point where they appear to regard them as a panacea for all problems confronting the police.

¹⁶James Q. Wilson, "The Future Policeman," pp. 25, 26.

¹⁷Egon Bittner, The Functions of the Police in Modern Society (National Institute of Mental Health, Chevy Chase, Maryland, 1970) p. 83.

We currently find entry-level police training ranging from a few weeks to six months. In a few instances these academy programs have been associated with a college; course credits are sometimes awarded along with the certificate of completion. More state and local budget and grant monies are being allocated to higher quality instruction and facilities; and many states have developed a commission for guiding and assisting police training. The benchmark agency in this regard is California's Commission on Peace Officer Standards and Training (POST). Continuing this trend, certain in-service training is being made mandatory, especially annual update training for line officers, supervisors, and management. Pay and promotional incentives are being attached to educational attainment under various plans. Thus, educational requirement for a captain's position may be a four-year college level degree. Under another plan, a five percent salary increase may result from a two-year degree, a 10 percent increase from a four-year college level degree.



Both, the U.S. federal government and local police departments are using mandatory requirements and incentive awards to attain greater and better training and education for its police officers. While much has been achieved, the efforts so far have not been cast into a career education and training plan. It appears that we are now in an excellent position to arrive at a unified plan, somewhat along the following recommendation:

Every police agency should acknowledge the need for annual and routine training throughout every sworn employee's career to maintain effective performance and, by 1975, provide for annual and routine training.

Every police agency should provide 40 hours of formal in-service training annually to sworn police employees up to and including captain or its equivalent. This training should be designed to maintain, update and improve necessary knowledge and skills.

With full cognizance of the statements by the commission, I still recommend a minimum of 80 hours per year on-the-job inservice T/E for each officer and professional civilian. The T/E should include college units whenever possible and should adhere to training methods shown on Table 1. It would be a decisive factor in determining career advancement, e.g. upward movement within one of the three ladders.

¹⁸National Advisory Commission on Criminal Justice Standards and Goals, Police, Std 16.5 (1).

TABLE I: CAREER TRAINING AND EDUCATION

CAREER TRAINING METHOD	ADVANTAGES	LIMITATIONS
o Select the best person and let him learn through on-the-job experience.	o Direct costs of entry-level and in-service training and development are nil. o Responsibility for development is placed on the individual. o The process of "Organizational Darwinism" results in people with strong survival and coping abilities succeeding and promoting.	o Hidden costs of trial and error learning are high. o The "model" for peer acceptance methods becomes inbred; i.e., "to succeed around here...be like my partner." o Adaptive and coping abilities may not always be the best requisites for effective police work or management.
o Provide tuition reimbursement for college and university courses taken outside of working hours or with some limited work time contributed by the agency.	o Minimum indirect costs (salary and replacement). o Shared responsibility for development between agency and personnel. o Provides individual with accredited education; may be applied toward degree.	o In this method the notion is implicit in that development and learning are separate from working and producing. Learning may be perceived as part of the employee benefit package. o Learning tends to be divided between general/theoretical and specific/job applied knowledge. o A good deal of self-motivation takes place in users of programs. Training is not spread equally throughout the agency.
o Provide funding and released time to send people to outside of agency workshops, seminars, institutes, etc., sponsored by outside agencies, professional organizations, and advanced skills supervisory and management development organizations.	o Permits use of a broad spectrum of program offerings. Programs selected to fit the individual's need. o Offsite or retreat environment frees individual to conceptualize issues in new and creative ways. o Diversity of participant representation provides opportunity for divergent learning; i.e., hearing how others handle, work with, and approach issues shared by the personnel.	o Direct and indirect costs of outside-of-organization programs are high. Participation from single organization is selective and limited. Learning fails to spread throughout the agency. o Off-site environment may deter realistic dealing with learning issues and agenda. Result may be participant "idealizing" with little implementation resulting. o Results and effects may be generalized and qualitative. Cost/benefit very difficult to assess.
o Provide in-house training programs during working hours, staffed by internal personnel or outside consultant (includes programs given in local facilities as well as off-site attended by a single organization or "family" group).	o Permits tailoring of development offerings to specific organizational need areas. o Trains the "organizational family" rather than the individual, permitting greater capability and impetus to implement actions and create change. o Implicit in this method is the idea that development and learning are a part of working and producing. Legitimizes development as part of the organization and management process.	o Direct and indirect costs of inservice training programs are high. o Focus tends to be on training the individual for the organization which may ignore important dimensions of individual or personal development. o "In-house" capability often develops a vested interest, resulting in exclusion of other important developmental approaches. Inbreeding comes from a "we'd rather do it ourselves" syndrome.
o Develop or hire "third party" consultants to engage with hierarchical "family" groups in organization development and organization problem solving activities.	o Deals directly with diagnosis, planning, and implementation of actions on issues that are significant and impact on the organization and its management. o Places responsibility on the organization team for development, implementation, and change. o Builds a self-renewing capability in the individuals and work group so they can be responsive and responsible toward future developmental and improvement needs.	o Direct costs of developing and/or hiring organization development consultants are high. o The implementation and change process is both time consuming and long range. To gain commitment and internal responsibility for improvement means that changes must be developed and implemented through involvement and collaboration rather than being imposed. o Readiness must exist in the organization or team to effectively utilize organization development technology. This means that customarily an organization has undergone a number of other development approaches which provide a base for the organization development effort. "Organization Development is effective to make healthy organizations even healthier."

Under this plan, all of the eligible candidates for advancement from one category to another--police officer one to police officer two, police officer one to supervisor, etc.--are subjected to a three-day training program that also assesses their job knowledge, attitude, past performance, and predicted competency. By eligible candidates, I refer to those employees who have attained the top step in a particular category; for example, seven years in the supervisor category to be eligible for training as a police manager one.

Those who pass the three-day program are subjected to a more comprehensive and in-depth two-week training program. Both the three-day and two-week training sessions are custom-tailored to evaluate and instruct the trainee in connection with the responsibilities and qualifications comprising the higher level category.

Following the two-week session, all trainees are rank ordered in terms of their achievement; appointments are made from the list as vacancies occur. The training for advancement takes place at least once every year; advancements are made immediately as positions are opened. Those who are not successful are encouraged to take the training at the next earliest opportunity.

It is recommended that training and education (T/E) be similarly interrelated with the pay steps but that the typical five and 10 percent permanent salary increase for a prescribed amount of time not be used. Rather, each rung on a ladder should require a minimum level of annual T/E points, as shown in Table 2,

so that there will be a continuous updating of skills and knowledge for all employees. The reader should note that the upper categories have five increments, which coincide with the first five of the seven merit steps. The last two merit steps are attained by possessing the requisite T/E points. Although these two steps do not include salary adjustments, they must be completed before an employee can enter the prerequisite training programs that determine his qualifications for advancement to the next category.



If the police officer, police manager, or professional civilian employee fails to fulfill the annual T/E requirement, he is retained at the same merit step on the ladder. This delays by one or more years his eligibility to compete for advancement. Depending on the step, the person may also be denied a pay increase and may be reduced one merit step if he fails to comply with the T/E regulations during the second year. This reduction could conceivably be repeated until he returns to the lowest step within the category.

TABLE 2
PROFESSIONAL CAREER TRACKS
TRAINING AND EDUCATION

TRAINING STEP	TRAINING REQUIREMENT	POLICE OFFICIAL	POLICE MANAGEMENT	CIVILIAN
5	Bachelor's degree and proven ability. These are minimum qualifications. Exempt positions can be filled from one or more of the ladders or laterally from outside the agency.		DEPUTY CHIEF POLICE MANAGER 3	
4	Bachelor's degree and 3160 training points and seven years as a police officer 3 or civilian 2 to be eligible for the three-day in-service selection and training program. Once passed, then a two-week in-service training program is provided. Annually each person must earn 80 training points.	POLICE OFFICER 4	POLICE MANAGER 2	PROFESSIONAL CIVILIAN 3
3	Ninety semester college units, including 2150 training points and seven years as a police officer 2 or civilian 1, to be eligible for the three-day in-service selection and training program. Once passed, then a two-week in-service training program is provided. Annually each person must earn 80 training points.	POLICE OFFICER 3	POLICE MANAGER 1	PROFESSIONAL CIVILIAN 2
2	Sixty semester college units, including 1140 or better training points to be eligible for the three-day in-service selection and training program. Once passed, then a two-week in-service training program is provided. Annually, each person must earn 80 points (1 point = 1 training hour; 15 points = 1 semester unit; 10 points = 1 quarter unit).	POLICE OFFICER 2	SUPERVISOR	PROFESSIONAL CIVILIAN 1
1	Six month basic academy and 24 semester units			PARA-PROFESSIONAL
ENTRY	High school diploma and the passing of other job related tests.			PARA-PROFESSIONAL ENTRY

Police management must have certain prerogatives in encouraging all employees to acquire annual T/E points. Where special circumstances arise such as long-term undercover assignments or assignments that frequently vary in time and area, the chief might have the authority to waive the T/E requirement without penalty. The employee for his part should be permitted to bank and carry over a maximum of 40 T/E points per year.

Career Planning

Although career planning is recognized as an integral part of the management process, it has not been visible in any measurable degree within our police organizations. Many personnel offices have been subjected to a: "Hey, City Personnel Director, this is the Chief calling. Two of my men retired, so please send me two bodies off the current eligible list." Such calls can only reflect a management approach that people are bodies filling positions. True career planning is based on the concept of treating people as a critical and precious resource comprised of dynamic interests, motivations, skills, and attitudes, all of which must be considered when making specific assignments.

Prudent allocation of personnel is indispensable for police managers who recognize the urgency of making their department more efficient and effective. Moreover, these decisions must be made against a background of increasing technical complexity, diverse specialization, and enormous knowledge needed by today's professional police officer. The chief thus appears to be confronted with an either/or situation: Either

select and train specialists to function permanently in a given assignment or select and train generalists capable of performing in all positions. Obviously, neither situation is desirable; in many cases both are impractical.

On the other hand, true career planning avoids the above-mentioned "either/or" situation and balances the need and interests of the officer with functions and goals of the police agency. One writer had this to say on the subject:

Obtaining complete and accurate data concerning present and future requirements is fundamental to the overall plan and understanding which progressive career development programs require.

The career development structure involves the accurate appraisal of the qualifications and personal characteristics, as well as the special abilities of present and prospective employees. For this reason all members of the Department have been required to complete an inventory sheet which catalogues their abilities and career interests. Such factors as educational level attained, degrees held, special education, languages spoken, special investigative and technical abilities, are included in the inventory of sworn personnel.

Through constant updating of this manpower resources index, it is possible to extract from files within the Personnel Bureau, lists of individuals who possess certain desired skills when increased workloads or vacancy factors require immediate but qualified additions or replacements of personnel for key positions.¹⁹

¹⁹Peter J. Pitchess, "Career Development," p. 9.

Reviewing today's literature, however, leads one to conclude that while career planning is in critical demand, it is rarely practiced. Sheriff Pitchess in the foregoing quote has set forth a comprehensive program for gathering pertinent information that will be required of present and prospective employees. However, the Career Development Unit (CDU) should extend its activities much further in long range planning.

It is true that information is needed on organizational trends such as changes in the department, technology, and personnel. Still, data is also required on environmental trends such as population growth, urbanization, and physical design of the city. The information should be analyzed in light of our economy and the job market as part of a process that will annually translate and project the data into predicted manpower needs. These needs should be expressed as attainable objectives for recruitment, selection, training, job design, and personnel policies.²⁰

Counseling

Basically, career counseling is a systematic program for exchanging information periodically with departmental personnel concerning their present and future career expectations. Although a person's performance evaluation may be drawn into the discussion, this

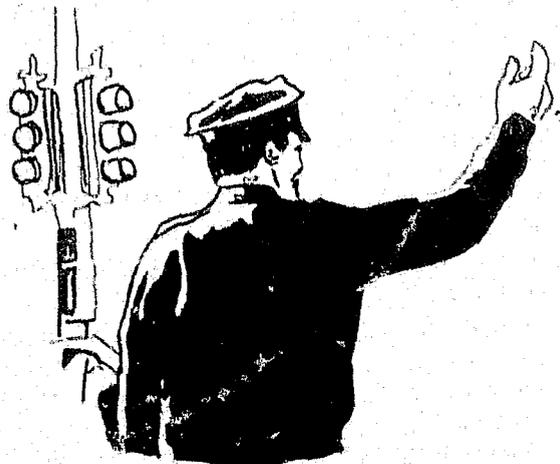
²⁰A comprehensive yet brief monograph on how to plan for manpower requirements can be found in Paul A. Roberts, Lance W. Seberhagen, and Richard R. Cottress, Manpower Planning for the Public Service (Chicago, Ill.: Public Personnel Association, 1971).



phase of the system should not be confused with career assessment or personnel evaluation. Ideally, such counseling should include a professional career counselor and a single police employee in a conversation concerning the latter's contribution to the organization and his expected rewards. This discussion should also address the future as it relates to the employee's career development and his anticipated movement within the organization. Without such counseling, career development suffers drastically because of uncertainty as to: "How am I doing? What ought I to be doing? What am I going to be doing next?"

Unfortunately, the little counseling that exists today is generally found in the entry-level training program and is usually not of a career orientation. It is limited to an instructor's review of the trainee's performance at the academy. Formal post-academy discussion is a good start but misses the mark if counseling terminates at this point. True career counseling is intended to provide answers that guide a police officer or civilian employee along a career path with minimum job dissatisfaction and maximum contribution to the department.

After the police officer or professional civilian has completed the probationary period, career counseling should occur once a year. It is especially important to the police officer upon completion of his fourth year, at which point the officer should experience lengthy assessment concerning the best career track to select. This area of counseling is concerned with the analysis of his strengths and weaknesses, exploration of opportunities in the three tracks, and development of an appropriate progression toward a career goal. Such counseling should include specific steps to be taken in the track to achieve the intermediate and long range goals. Inasmuch as a critical issue involves assignments that are either dangerous or psychologically stressful, the counselors must be especially alert to signs of fatigue, emotional instability, and psychoneurotic distress. Remedial programs of rest and rehabilitation should be prescribed if any is detected.



The department's manpower requirements must be addressed simultaneously with the officer's needs and interests. Keeping both

the individual and agency in mind, the career counselor will recommend that the officer select one of three careers: professional police officer, police manager, or professional civilian. Counseling will then assist each employee with his training and education decisions and will hopefully result in programs best suited for the selected career. The officer must be made fully knowledgeable that--regardless of his career and training decisions--time in grade as a police officer (see Figure 1) will count toward pension rights, seniority, retirement, and any other benefits earned during the four years.

Career Assessment

Career assessment is somewhat similar to performance evaluation. In career assessment, however, the supervisor's analysis must not be influenced by the problems, practices, and fallacies that so often exist with performance evaluation. True career assessment regularly reinforces the strengths possessed by a police employee and simultaneously presents a medium for discussing any perceived deficiencies in need of correction.

One must recognize that the procedures and devices now used to report a police officer's performance are grossly deficient, that they seek mainly to pinpoint a person's deficiencies. Because we are using deficient devices to detect human deficiencies, the result continues to be dissatisfaction and distrust of the evaluation process.

Clearly, a validation effort similar to the intent and scope described in the selection process is required in order to reduce the degree of error in judging one's performance.

Under the planned program, the Career Development Unit (CDU) constantly analyzes the assessment process and assists and instructs the assessors. Once an individual employee has passed the probationary period, the assessment is carried out every 12 months by one of the following three member panels on the anniversary date of his entry into the agency: 1) The panel for the professional police officer is comprised of a CDU staff member, the officer's supervisor, and a police officer of equal or higher rank than the officer being assessed. 2) The management panel includes a CDU staff member, the supervisor's/manager's immediate superior, and a category four police officer. 3) The professional civilian assessment panel contains one CDU staff member, the civilian supervisor, and a civilian in an equal or higher category than the civilian.

The results of the panel's decisions are discussed with the person under review and include both his strengths and areas of needed improvement. If the review is favorable, the employee is awarded the next merit step increase. On the other hand, if the assessment determines that the employee failed to meet minimum performance standards,²¹ he is notified of the findings and is informed that the next merit step cannot be awarded. Further, if the

²¹A performance standard can be defined as a prior agreement between a subordinate and his superior as to how the former will know when he/she is performing acceptably. An excellent discussion of the reasons for shifting from trait ratings to the evaluation of performance results is found in Robert G. Pajer, "A Systems Approach to Results Oriented Performance Evaluation," *Personnel Administration and Public Personnel Review*, 1 (November/December, 1972), pp. 42-47.

"Nevertheless, these obstacles must be faced squarely if real professionalism is to have a chance."

assessment in the following year again indicates that the employee has not met minimum expectations, the panel is empowered to reduce the person's pay by one step. This process can be repeated annually until the employee has been returned to the first step in his category. Since merit steps are usually concurrent with salary steps, the employee will be experiencing a reduction in pay if the foregoing is necessary. The effect on employee morale could, therefore, become a problem; even more serious might be the reaction of Civil Service and police unions. Nevertheless, these obstacles must be faced squarely if real professionalism is to have a chance.

Advancement

Although career advancement has traditionally been identified with either an increase in rank or assignment (detective, vice, and other premium pay positions), such a promotional ladder is truthfully not career advancement. Moreover, it is actually injurious to career advancement, because the police officer is removed from one potential career and is placed in another career every time he advances. On the other hand, if a police agency adopts the tripartite career path system, the employee will be afforded an opportunity of selecting, remaining and advancing in any one of three paths. All afford the means and motivation to advance within, rather than without, a particular career.

As shown in Figure 1, the recommended model envisions three main entry points into the police agency: entry-level police officer, entry-level professional civilian, and entry-level paraprofessional. Lateral entry is permitted only at the executive level (exempt positions) and in the professional civilian ladder. The paraprofessional category of employees encompasses civilian clerks and community service officers (CSOs), the latter being four-year, up-or-out positions. Once the CSO has finished four years of duty in this category, the employee must be either selected as a police officer or professional civilian or be terminated.



When an individual has been selected a police officer 1, he or she experiences two years in a probationary status and two years as a regular officer. After the fourth year, the officer is tested and counseled in line with one of the three ladders, each divided into three categories that vary in years and salary steps. Each category and the merit steps that are included require certain incremental levels of proficiency and preparation.

As already noted, there are three different types of exempt positions that are filled by appointment: The chief's position is determined by the city manager or legislative body; the deputy chiefs and three police managers are appointed by the chief. If the person selected to fill an exempt position is drawn from one of the three ladders, he should have retreat rights to his previous position, once removed from the exempt assignment.

The proposed career development system may be modified to include movement between the tracks, since transactions could reasonably be made between the professional police officer and professional manager ladders. For example, a police manager 1 who decides that he again wants to perform the duties of an officer would request entrance into the training program for police officer 3. He would move into an equivalent merit step if he passes the course and is appointed. The reverse of this process would also be permitted.

Career Enrichment

All too often, one hears statements such as: "Only five more years until I can retire and get the hell off this job," or "He can't be much of a cop because he has been in patrol most of the time." They are indicative of an occupational disease common to many organizations that lack job enrichment.

Psychologists may differ about the nature and number of man's basic drives, but most would agree that man needs human affection and personal recognition.

Work more than any other of man's activities, has been his principal source of recognition.

Recognition in work gives man a sense of pride, a feeling of personal fulfillment. Deny him this opportunity for recognition, place him in work that provides little chance for recognition, and you create boredom and frustration.

Boredom is not simply a lack of interest. It is more a gnawing hunger for significant activity. If prolonged, boredom breeds frustration which finally erupts into destructive behavior, either against one's self or against others.²²

The role of a police officer often fails to furnish a sense of job or career enrichment, notwithstanding the undeniable fact that it actually can be made more socially and psychologically rewarding. Many experts representing the social sciences, medical fields, and police agencies are investigating new job designs that would tend to improve an officer's job enrichment. The findings of one research study indicate a fundamental reason why there is such a need:

... much of the time is taken up simply in cruising over and over again through an assigned zone of the city.

²²Jacqueline C. Bouhoutsos and Charles Ansell, "The Psychology of Work--Hunger for Recognition," *Los Angeles Times*, December 17, 1972, Section 6, p. 5.

Our study shows that the average number of police-citizen contacts on an eight-hour shift is 4.4. Though we did not time the duration of contacts, it is unlikely that they averaged an hour each; but even if they did average an hour, then 3.6 hours of each eight-hour shift (about 43 per cent of the time) is taken up with simply cruising. That is a conservative estimate.



As a result, the patrolman, particularly at night, is subjected to severe boredom and lack of sensory stimulation. Policemen have a number of ways of coping with this. Some of them periodically get out of their assigned zone and race along for a few minutes on a superhighway. . . . Some policemen endeavor to "look for action" by self-initiated police-citizen contacts and investigations. In our study, the frequency of police-citizen contacts initiated by patrolmen was at its peak from two to four a.m., when boredom and sensory deprivation were at their most intense.

When these devices have all been exhausted, the policeman still spends a good deal of his time simply riding around, scanning the same city blocks hour after hour and day after day. Many policemen spoke of how tiring and enervating this experience is. After a dull night patrol, policemen reported severe fatigue and insomnia.²³

Although every job includes an element of boredom, the Career Development System (CDS) is designed to reduce the degree to the barest minimum. Being tripartite, it is flexibly framed to encourage and sustain both the patrol generalist (generalist-specialist) and the specialist (investigator, vice, narcotics, traffic, and so forth). A variety of deployment plans can be accommodated within this CDS: basic car, team policing, and the like. Thus, in a manner similar to the present day detective, the police officer will be able to experience career enrichment by remaining in a police officer status. Each ladder in the proposed system demands increasing degrees of professionalization and thus actively seeks personnel who are competent in performing the police officer, police manager, and professional civilian roles. Moreover, high standards of training and education combined with job rotation and career paths tend to develop just such personnel capable of performing well in a variety of roles. Consequently, the need for specialization with its attendant limitations is reduced, while coordination and a sense of accomplishment are enhanced.

²³Jesse Rubin, "Police Identity and the Police Role," pp. 29, 30.

It should be noted that career enrichment in a police agency is not an idyllic state where everyone does everything, but is rather a situation where everyone has the opportunity to complete as much as he can of the work cycle. Most significantly, job enrichment under the proposed CDS is not limited to the police specialist; it also supports job enrichment for the police generalist through enlargement of the work cycle.

"The officer will have a wider range of duties. . . ."

Enlarging the job of the patrolman is currently much in vogue for reasons of both morale and effectiveness. Reversing the past tendency to take away from the patrolman various tasks and give them to specialized units (detectives, juvenile officers, community relations specialists, narcotics investigators) should have, in the view of many, the effect of making the patrolman's tasks personally more satisfying and organizationally more effective. The officer will have a wider range of duties, greater freedom in scheduling his own time, and accordingly higher morale. At the same time, he will be able to carry out follow-up investigations on the spot and provide more services to the citizen and provide them without the interruptions arising from other radio calls. Theoretically, there is much that is attractive about this conception of the patrolman's role, but as yet there is little evidence that the theory works.

It may well be that job enlargement will prove to be the optimal way of defining the patrolman's tasks; it is equally likely that the demand for specialized services can only be met with specialized units. Furthermore, we may discover that a patrol task definition that is appropriate for a middle-income suburban community is not appropriate for a lower-income, inner-city area. Until these issues are settled by evaluated experiments, we are likely to see further efforts at both enlargement and specialization, even in the same department.²⁴

Some consider professionalism as being equivalent to the police officer possessing a college diploma or at least having a specified number of college credits. Others identify it with a specialized assignment such as homicide detective or with police management. There are those who tend to speak in terms of professional behavior, adhering to socially and organizationally approved patterns of behavior.

Selection of any or all of these concepts of professionalization implies acceptance of the premise that our police agencies contain professionals but are not professional organizations. This conflict alone highlights a paramount problem: We are actively attempting to develop police professionals, and thus professionalization, in an organizational setting that has shown itself to be hostile toward both. A

²⁴James Q. Wilson, "The Future Policeman," pp. 18, 19.



basic contention of this author is that police professionalization cannot and will not evolve unless career development programs begin to emerge in our police departments. Unfortunately, there are only a few instances where conditions required to generate police professionalism have been observed; and a few more situations where efforts appear to be aimed in that direction.

The term, professionalism, is tossed about to such a degree that a definition might be in order to clear the air. Generally, professionalism in the police force should include:

formalized and enforced criteria on ethical conduct

recognized and specialized body of knowledge that is learned and updated

certification of training and education relevant to work performance

personnel that are examined and credentialed as having met the fundamental role requirements of the position.

The ultimate staffing mix under the CDS will be similar to that of a hospital, inasmuch as it will not be restricted to police professionals but will encompass professional police officers, police managers, civilians, and paraprofessionals. I firmly believe that professionalism will be curtailed and plagued with deficiencies unless it is built upon a foundation of the three-track design. I contend further that the quality of policing in the 1970s and beyond will hinge directly on the "development" of Career Development Systems.

Problems Facing The Career Development System

Few basic changes in organizational operations have been effected without serious disagreement and even active resistance. There is available evidence that implementation of a CDS will experience a similar reception. The battle for career development and expanded professionalization will not be waged without detraction and bureaucratic bloodletting. The potential problems--let's think of them as challenges--are briefly:

There is a possibility of insufficient stress upon and concern about human and social values. All professions allege their dedication to the service of society, and most take for granted that activities their members perform within professional standards are useful and beneficial to the public. There has been rather little reexamination of these assumptions in the face of a rapidly changing society and rapidly expanding governmental responsibilities.

Closely related to the values question is the need of a great many more professionals who have a sophisticated understanding of social, economic, and political elements and problems of our times, including an understanding of the relation of their own work to that setting.

There is the need for humility, and for tolerance of others, their ideas and perspectives, whether or not professionals; and an ability to communicate with others on shared problems.

There is a requirement to work in situations which are uncertain and on problems for which there is no correct solution--in short, a tolerance for ambiguity.

An understanding of organizations and how they work is needed, particularly in the context of American politics and government; skill in managing in the larger sense of getting things done with and through other people.

There should be greater incentive for--and much less discouragement of--creativity, experimentation, innovation, and initiative.

There is the need for a much higher degree of mobility--within agencies, between governments, and in and out of government. Despite the observation made earlier that professionalism encourages such mobility, public employment by and large has inhibited it, even for its professionals.

There should be greater opportunities for challenge and for rapid advancement for the able young, for the

underprivileged, and for women. In government, this means opportunities for professionalizing the nonprofessionals and for rapid advancement through a variety of challenging assignments for those who prove effective.

Unionism and professionalism can be antagonistic, especially when union leadership takes a narrow view of what really serves the policeman's interests. However, union leaders who are seizing on "professionalism" as a vehicle to improve prestige, value, and interest of a policeman's work do in the long run improve the profession's ability to demand better compensation. This may well affect satisfactions that the simple improvement of salary and working conditions cannot provide.

Civil service pay plans that foster the use of shortened career ladders tend to discourage professionalism by offering "merit steps" which amount to two or three step series. These provide limited compensation and tend toward retention in line duties.

The professional police career ladder is expensive. While some reduction in positions may be in effect at the top of the ladder, it still calls for additional sums of money to implement.

Civil service arrangements can pose obstructions to organizational change that are difficult to overcome and should be anticipated.

Police department personnel may resist further professionalism that is evolved through careerism. First, any change is suspect of causing power unbalances (What do I stand to gain?). Second, those in positions of high status or power will resist transferring additional prestige or opportunities to others (As a specialist, I earn five percent more than the patrol officer. I certainly would not want him to earn the same amount of money that I do for doing the work of a mere generalist).

If the ladders are disproportionately balanced in terms of pay steps, positions, or advancement opportunities, careerism will suffer.²⁵

Still, these challenges are offset by the benefits examined earlier. Some momentum for careerism has been created by the Law Enforcement Assistance Administration of the U.S. Department of Justice, The Police Foundation (Ford), and state agencies such as the California Commission on Peace Officer Standards and Training (POST). Similar action hopefully will be soon forthcoming from local government.

Advantages to careerism are both cogent and easily stated--increased police professionalism. And, from the latter, we--you and I--will ultimately witness the delivery of vastly improved police services.

²⁵The first eight challenges are taken from the article by Frederick C. Mosher, "The Public Service in the Temporary Society," *Public Administration Review*, 31 (January/February, 1971), pp. 55-57.

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