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U.S. Department of Justice

Federal Bureau of Investigation

Washington, D.C. 20535

June 26, 2008

Request No.: 1110878- 000
Subject: MONOGRAPH: THE STRUGGLE
AGAINST LAWLESSNESS (MAY 1970)

This is in response to your Freedom of Information Act request concerning the above-mentioned subject.

The enclosed document is being released in its entirety.

Sincerely yours,

A handwritten signature in black ink, appearing to read "D. Hardy", followed by the initials "JA" in a smaller, less distinct script.

David M. Hardy
Section Chief
Record/Information
Dissemination Section
Records Management Division

FEDERAL BUREAU OF INVESTIGATION



SUBJECT: THE STRUGGLE AGAINST LAWLESSNESS

DATE: May 4, 1970

1 copy sent WASH. 5-12-71 - CRZ
[Handwritten initials and marks]

(NOT FOR DISSEMINATION OUTSIDE THE BUREAU)

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PREFACE

In this time of social conflict and tension, local law enforcement has become the focal point of intense public attention. Americans are alarmed at the growing viciousness of the criminal. They are demanding more effective control of crime in the streets by police and more stringent action against offenders by the courts. Few problems facing our cities cause more anxiety for citizens than those arising from crime and lawlessness.

The fear of criminal assault is strong--and with good reason. FBI statistics show that more than 580,000 crimes of violence were reported in 1968, and that statistically, the chances of becoming a victim of a serious crime increased by 16 percent in 1968 over 1967. The President's Commission on Law Enforcement and Administration of Justice reported that "one-third of a representative sample of all Americans say it is unsafe to walk alone at night in their neighborhoods."

Crime is essentially a local problem and ultimately it must be controlled at that level. The ability of the police to do their job well may determine the Nation's ability to manage the conflicts in society and preserve a proper balance between liberty and order. Yet, the police today are pounding many new beats with which they are unfamiliar and to which their responses are often uncertain. Social unrest, racial tensions, attacks on constituted authority, mass disrespect for the law, and lack of positive and effective support for police by much of the public have presented them with unprecedented challenges. These products of a changing and dynamic society are not of police making, but the police must contend with the unfortunate results in terms of crime escalation.

The challenge to every police agency today is to examine its operations and decide how it can become a more effective instrument for service to society. The problems to be solved in developing more effective law enforcement are immense. This study is an attempt to discuss some of the problem areas and to provide guidelines for the difficult steps which must be taken in improving police responses to crime. It is recognized that many police departments have come to

grips with certain of the problems discussed, and have made admirable progress, but in a great number of jurisdictions these problems continue to exist to a major degree.

Modernization of police administration can contribute much to the struggle against lawlessness. In particular, internal inspection procedures are an important aspect of police management and need to be closely reviewed by top officials. Police personnel policies must be reevaluated. Salaries are generally too low to attract the best qualified recruits and to properly recompense those responsible for direction of police departments. Heavy personnel turnover is a continuing problem. Between 1960 and 1968 the number of serious crimes in the country more than doubled, yet the ratio of total police department employees went up only a fraction of one percent--from 1.9 to 2.1 per thousand inhabitants.

Drastic changes are needed in police recruitment. Stronger efforts should be made to recruit from colleges and universities and to upgrade police work to a career of action, prestige, and importance. At the same time, it is essential that qualified personnel from ethnic and racial minority groups be recruited. Although the Omnibus Crime Control and Safe Streets Act of 1968 has provided Federal funds to strengthen local police training, enormous training problems remain to be solved. There are a number of well-equipped police crime laboratories in the United States, but many police departments do not have the modern equipment or skilled personnel needed to perform effectively. More emphasis is necessary on the establishment of forensic science as a course of study in colleges and universities. Improvement is also needed in fingerprint identification techniques.

The creation of satisfactory police-community relations programs is a vital function of police departments. There is need to develop and refine the means of storing and exchanging information among law enforcement agencies at all levels. One area of particular concern is the increasing use of narcotics and dangerous drugs. Adequate statistics are lacking to measure with accuracy the extent of crime committed under the influence of narcotics or to obtain funds for narcotics purchases. Study and documentation are needed in this area. In combating organized crime, it is essential that there be cooperation among all law enforcement agencies, since these criminal operations are spread through many jurisdictions.

The misuse of parole and probation is another matter of concern to local law enforcement. Unwarranted leniency often releases to the streets offenders who will commit crimes again. This is a serious problem for overburdened police departments.

The Omnibus Crime Control and Safe Streets Act of 1968 is a great step forward in the war against crime and in the search for solutions to the many problems of the police. Funds provided by this Act are already producing results in training and other specific areas of police operations, and adequate funds should be appropriated to insure the continuance of these benefits. Ultimately, however, the answers to the problems of the police must come from within the local community itself; from full citizen support for law enforcement and a determination to strike conclusively at the roots of crime.

It is not certain what means offer an early end to the crime crisis in this country, but what is certain is that the commitment of every citizen is needed in this struggle against lawlessness.

RECOMMENDATIONS

The battle against crime demands that law enforcement take steps to improve its effectiveness. The following recommendations are considered relevant to this end. These points are more fully discussed in the details of this paper.

1. Modern business management techniques should be applied to the operation of police departments and there should be continuing close exchanges of information between comparable departments.
2. Automatic data processing must be utilized to the greatest possible extent, not only as a management tool, but in connection with record keeping, patrol scheduling, predicting areas requiring special attention, and speeding communications.
3. Police department budgets should be expanded to provide buildings and modern equipment which will permit a suitable atmosphere for working and training.
4. Police agencies must take an active part in providing governmental units with information in support of budgets providing greatly increased funds for law enforcement.
5. Possibilities of combining forces of police departments with contiguous or overlapping territories should be explored and employed wherever possible so that smaller departments may profit by the facilities and manpower available to the combined group.
6. Surveys of police departments by independent organizations or, if appropriate, by officials of comparable departments as a means of identifying and putting into practice possible improvements should be considered. This is particularly appropriate for departments which cannot support self-inspection and research departments.

7. Some system of internal investigation and inspection under the direct control of the department head should exist in every police organization.
8. The most competent personnel available should be assigned to problem areas and they must be afforded appropriate specialized training tailored to local needs.
9. Police departments should be so organized that investigative or patrol personnel are not used in non-line departmental functions which do not require their training and experience.
10. When a police department is charged with functions not directly related to law enforcement, such as licensing bicycles and patrolling parking meters, consideration should be given to formation of special units to handle such matters.
11. Salaries and fringe benefits should be raised to levels sufficient to attract high calibre personnel and encourage them to remain and advance in police work.
12. Police promotional policies must take into consideration executive and managerial ability and training as well as investigative accomplishments and seniority.
13. Personnel policies should be devised to permit qualified police employees to advance in responsibility and pay without waiting for openings in a traditional table of organization-type departmental structure.
14. Police agencies working with colleges and universities in their areas must develop educational incentive programs to motivate officers to seek advanced education.
15. A long-range program of staffing police departments with college graduates should be initiated and effective liaison established with institutions of higher learning immediately.
16. Greater efforts must be made to secure police recruits from ethnic and racial minority groups. But there can be no alteration of professional standards and qualifications to favor one group over another.

17. Sound programs of recruit training must be established in every department.
18. Police agencies should develop programs of regular periodic in-service training to maintain and improve the levels of competence of all officers.
19. Every department should have a written set of guidelines which will enable officers to know fully their responsibilities in the use of weapons, surveillance cameras, and electronic and other specialized equipment or investigative techniques.
20. It is essential that departments develop meaningful community relations programs; that they listen to citizens' suggestions and complaints; and that they solicit the support of citizens in their work.
21. All police departments must study carefully the complex functions of patrolling and implement the patrol systems best suited to their communities; thereafter, this function should be continuously studied and updated.
22. The use of fingerprint techniques and the principles of scientific crime detection to aid the investigator in the solution of crimes should be more fully exploited.
23. All police officers should be afforded sufficient training to recognize and take appropriate action with regard to the involvement of narcotics and dangerous drugs in other crimes.
24. Improved salary incentives, technical facilities, and research capabilities are needed in many local crime laboratories to attract more qualified scientific personnel.
25. Police agencies must contribute to the development of realistic parole, probation, and bail-bond procedures.
26. Police agencies must contribute toward the development of laws and ordinances reasonably and effectively designed to help stem the rising tide of crime and provide more efficient protection to law-abiding citizens--such as legislation in the area of lethal weapons restriction.

POLICE ADMINISTRATION

It is now generally agreed that many of the factors contributing to the escalation of the crime rate in the United States and to the difficulties of law enforcement in attempting to cope with it are beyond the purview of police departments themselves. But, there is also an encouraging recognition on the part of those concerned with police matters that modernization of the administration of police functions can contribute much to the struggle against lawlessness.

Modern business has been required to adapt to changing technological and sociological developments. Law enforcement must do the same, for it is certainly true that modern management techniques are as important to police agencies today as to business.

This section of this study critically examines some phases of the administration of police departments and some measures which might be used to improve them.

MANAGEMENT AND ORGANIZATION

Manpower Management

In considering solutions to the general shortage of manpower in police departments across the country, there is often an overemphasis on meeting increased police responsibilities with increased manpower alone, while too little attention is given to possibilities for better utilization of existing manpower through more efficient management.

Maximum Utilization

Bringing to bear adequate manpower to cope with the varied enforcement and service responsibilities of any police department involves not only recruiting, training, and retaining of qualified personnel, which are discussed later, but also the deployment and supervision of available manpower so that maximum results may be obtained. These are management functions calling for analysis, policy making,

planning, and implementation, all tailored to fit the individual community and department. The details will vary, of course, according to the size and characteristics of the community, as well as according to the human and other resources of the department. Certain general principles, however, will apply to all, and some specifics will be pertinent to similar departments.

There must be recognition that although a law enforcement agency differs in many respects from other organizations, it has much in common with both business and other governmental complexes in the administrative area of manpower management.

Flexible Response

The police manager must employ the modern, professional management techniques best suited to his department at all times. Too often, men have risen to administrative positions in their departments solely through seniority or expertise in specialized aspects of police work, such as homicide or narcotics investigations, without regard for the fact that the police administrator today must also be trained and competent in modern management techniques. He must be capable of evaluating systems and procedures, and selecting those most suitable for his particular situation. The process of analysis of the structure and functions of his department should be continuous if the full potential of the force is to be adapted to current conditions at all times. Moreover, research and study in current developments in manpower management, as well as exchanges of information with other departments, should be carried out on a continuing basis.

To help meet some of the needs of police management and supervisory personnel with regard to the newer concepts and procedures of management and human relations, the FBI has developed three-to-five-day courses of instruction for presentation to such personnel in local law enforcement agencies. Held in various locations throughout the country, these schools are conducted by specially trained and qualified Special Agents assigned to the Training Division, FBI Headquarters, Washington, D. C.

In the 1969 fiscal year, eight Special Agents working in two-man teams conducted 118 management schools in which over 5,000 police executives and supervisory personnel participated. Among the courses in these FBI Police Management Schools which particularly relate to manpower management are basic concepts, functions, methods, and theories of management; methods of dividing responsibility; chains of command; organizational structures; personnel evaluation systems; discipline; distribution of manpower; supervisory and executive development; recruitment; human relations; administrative devices and controls; and inspections.

The police manager, regardless of the size of his department, must seek a high degree of flexibility on the part of each individual and unit under his direction. Individual skills of personnel must be identified, and/or developed, and matched to current needs. Specialization, which may be necessary, but which under some circumstances can result in wasted manpower, must be weighed in the light of the overall needs of the organization.

Each position in a department should be analyzed to assure that no man qualified and competent for patrol or investigative duties is being wasted by assignment to functions such as record keeping and communications which could be performed equally well by personnel, either male or female, who lack the training and experience to handle line functions. Many of the operations of the department can be handled by individuals with little or no knowledge or experience peculiar to police work. It must always be borne in mind, however, that some headquarters functions are best performed by persons familiar with the activities, problems, and capabilities of the officer on the street.

Police managers must examine the operations of their departments to determine whether any of them could be more efficiently and economically carried out by pooling or other arrangements with other departments. Steps in this direction have been taken in some territories, but in many areas much could be done to effect arrangements to coordinate certain functions of nearby departments. This innovation will probably be most applicable to administrative and technical support operations, such as record keeping, communications, and laboratories.

In some communities, however, joint investigative operations by combined departmental teams have been found to be not only mutually advantageous, but also necessary in major or specialized investigations. such as gambling, vice, organized crime, and narcotics. Combining forces in special situations can make available to each individual department a greater amount of manpower and talent than any of the cooperating agencies could afford or muster alone.

Automatic Data Processing

Wherever possible, the police administrator should consider the use of the computer as a management tool. A computer can be of great value in determining proper distribution of manpower and equipment given the basic material obtained through past experience. Properly programmed, the computer can go a long way in predicting where crimes are most likely to occur. It can produce such information much more rapidly than is possible through manual computation, which often has failed because the results were obtained too late to be of current value.

Armed with the computer's current estimate of where the greatest need for the department's manpower and equipment may be during any given shift, the police manager can distribute his resources efficiently and effectively. Computers also can produce schedules, both work and day-off, from data concerning the number of incidents or complaint calls which may logically be expected during any given shift based on past experience.

Computer systems are being developed to speed the dispatch of patrols to crime scenes by assisting in the matching of the type and location of the incident reported by a complainant to the location of the nearest adequately manned patrol available to handle the complaint. In such situations, the computer is constantly recording the movements, strength, and equipment of the patrols; would analyze what action should be taken as the facts of the complaint were fed into it; and would supply the dispatcher with the proper assignment to be made.

Internal Coordination

It is necessary that there be closely coordinated lines of command in a police department and that a unified records system be maintained for utilization by all members of the department. Close rapport and cooperation among all elements in a department are vital and should not be hampered by administrative barriers.

"Team Policing"

A law enforcement agency functions best when all of its members coordinate their efforts and abilities to accomplish its assigned missions. It is the task of a police manager to develop and maintain the necessary coordination. He must structure the department so that, insofar as is possible, all units work together. Obviously, when a department's patrol force is so segregated from its detective force that neither knows what the other is doing, they cannot or will not assist each other. This is too often the case.

One suggested remedy is "team policing" in which both patrol and investigative units operating in a given area are under a unified command which sees that their efforts and capabilities are combined when appropriate. Patrol personnel might be used in some investigations and investigators might temporarily assume patrol duties which fit in with their investigations. Special units, such as narcotics squads, would continue to exist, working with a number of area teams. "Team policing" can reduce intradepartmental friction and can apply maximum available resources to criminal investigations. Both economy and efficiency should be realized through the elimination of duplication.

Briefings

A regular procedure is used in the FBI to stimulate better understanding by all personnel of functions of sections other than their own, and to promote intersectional cooperation. The head of one section periodically appears before members of other sections to present a current briefing on activities, techniques, and problems of his section. Interrelation of the sections is stressed in these discussions. In addition,

the visiting section head not only points out what his section can do for other sections, but also explains how they might be able to assist in the work under his direction. Some variation of this procedure could prove beneficial to any police department in its attempts to enhance internal coordination.

Interdepartmental Coordination

Coordination of police work between contiguous or overlapping departmental jurisdictions is often nonexistent, informal, or inadequate. With the rapid and continuing growth of Suburbia, there has been an increasing problem of providing adequate police protection to areas outside the jurisdictions of fully developed, central city police departments. In most instances, the numerous satellite communities which have sprung up around major cities have not developed full-facility police departments manned by adequate professional personnel, and they are faced with formidable problems in trying to do so because of many factors, including the shortage of professionals and the cost of maintaining full facilities.

Pooling of Resources

One obvious approach to this problem is some form of pooling of resources or centralization of certain functions. These means are available to departments in contiguous areas, or in areas where jurisdictions overlap, preferably with help from the governmental unit(■) which embraces them (county or state). Each of the methods to be considered can enhance the effectiveness of law enforcement in individual communities, but each plan is not without some drawbacks.

The simplest arrangement is for two or more communities in an area to make a formal agreement to assist each other in specified circumstances. The agreement may encompass line functions, such as investigating major cases, or noneline functions, such as training, or some of each. A corollary to this is for them to agree to finance jointly a function, such as a laboratory, a training facility, a records center, or a communications network, which none of them could individually support. In such arrangements, there is a minimum of sacrifice of individual control of any department by its head, a feature which is generally considered desirable.

In some instances, the state may set up a central body which assumes responsibility for such functions as planning, setting standards, recruiting, training, and laboratory facilities. In another variation, the county or state makes some or all police services available to municipalities on a contract basis. Los Angeles County, for example, provides all police services on a contractual basis for over a third of the municipalities within that county. In addition, it provides selected staff and field services to all jurisdictions.

Merger of Agencies

More complicated, from political and financial standpoints, is the actual governmental reorganization of an area involving police forces. For example, the individual police departments of the central city and of each suburb might be abolished and replaced by one metropolitan police department. The political difficulties in this method are obvious, particularly when there is not also in existence a metropolitan area central government. Moreover, such a reorganization may involve the establishment of separate police tax districts which do not correspond to political subdivisions for other purposes.

The Federal Government's role in the coordinated approach to law enforcement includes direct allocation of funds, provided by the Omnibus Crime Control and Safe Streets Act of 1968, to states for various police purposes. And, of course, the FBI has long made available to local police the services of its Laboratory, Identification, and Training Divisions at no cost to the department aided.

Regardless of which of the aforementioned plans, or combinations thereof, is adopted, the net effect should be to coordinate police efforts in a specific area so that each locality can enjoy better police services at a minimum cost to its inhabitants. If a community can be made to recognize fully the tangible and intangible costs of crime to its citizens, the initial expense and effort required to plan and implement the police coordination necessary for its greater security will not be regarded as excessive.

Surveys

Surveys of the operations and management of police departments by independent organizations can be of significant assistance in upgrading police efficiency. These surveys are expensive, however, and small departments generally are unable to afford them.

This problem has given rise to a promising innovation. A few small police departments have obtained survey services from within the profession by inviting chiefs or other command personnel from police departments of similar size to review their operations and make suggestions for improvements. Since only police officers are involved in the surveys, this procedure has the advantage of promoting a freer working relationship than might otherwise be the case, and the survey officials, knowing the problems of small departments, are able to bring to the job a fresh, yet practical viewpoint.

To the extent that this type of survey has been tried, it has been judged generally effective. There is need, however, for additional evaluation of it in a program which would involve a considerable number of departments in various areas of the country.

Internal Investigations and Inspections

Insufficient emphasis is being placed on the value of internal investigation and staff inspection procedures, particularly in departments of medium-sized cities.

Essential to Efficiency

The FBI, on the basis of many years' experience, is convinced that a system of internal investigation and self-inspection is essential to the efficient operation of a law enforcement agency. In the FBI, for example, a separate division responsible directly to the Associate Director handles these functions. Inspectors are designated to check all phases of administration and operations. Periodic inspections of every unit in the FBI are conducted on an irregular schedule without prior notice to the unit to be inspected. In that way, the inspectors are able to observe the units under normal operating conditions.

Functions Performed

In any police department, there should be some internal investigation and inspection system under the direct control of the department head commensurate, of course, with the size and complexity of the department. Among the functions this unit may perform are:

1. Obtain a complete picture of the operations and administration of other units for use in management planning.
2. Learn of successful techniques and new ideas employed in each unit which may be adaptable to other units or the entire department.
3. Assist in resolving existing problems and anticipating future problems.
4. Discover existing weaknesses, determine responsibility, and set out strengthening programs of a corrective nature.
5. Detect and reverse any unfavorable trends.
6. Insure uniformity in the application of administrative, investigative, and personnel policies, as well as in procedures to implement those policies.
7. Promote economy and efficiency.
8. Improve teamwork, productivity, and morale.
9. Identify employees suited for advancement and recognize merit, as well as identify and recommend appropriate action concerning sub-standard employees.

Beyond this, the inspection unit may be designated to handle the investigation of complaints or allegations against members of the department, including situations in which improper or illegal activity may be present. This unit should also be available, as required, to conduct special inquiries into any phase of departmental operations.

A course in inspections is one of the subjects offered by the FBI in the special Police Management Schools it conducts for administrative and supervisory personnel of police departments. Instruction regarding inspections is also included in the curriculum of the FBI National Academy.

Problem Assignments

There is sometimes a tendency to assign officers with poor records to high crime or other difficult patrol areas. Such assignments are not in the best interests of the departments.

Effect on Morale and Respect

The problem area requires the most competent personnel, and to assign a misfit or an officer of limited ability to such an area can only compound the problems of the police department in its community relations. Those dedicated and competent officers assigned to such an area can hardly maintain the high morale necessary if it becomes known--as it invariably does--that a certain precinct or neighborhood is a dumping ground for the department's problem officers. Similarly, respect for the police is most difficult to develop unless the officers assigned to problem communities are worthy of the regard of the citizens in those areas.

Incentives and Training

Incentives can be devised by the department managers to interest the better officers to accept the challenge of more difficult assignments. Special training should be afforded such personnel to assist them in meeting the demands of challenging assignments. A large body of opinion maintains that officers recruited from a specific neighborhood, such as a ghetto, can best police it. This should be considered if qualified recruits can be obtained from such a neighborhood.

As for officers who are ineffective or are disciplinary problems, reasonable efforts should be made to improve their performances in view of the difficulty in recruiting individuals with the basic qualifications for police work. However, if they do not respond to appropriate corrective action, they should be separated from the force.

Quasi-Law Enforcement and Nonpolice Duties

Many police departments are required to devote much of their resources to handling functions not related directly or indirectly to the enforcement of criminal laws.

Varied Functions

The police officer, being often the only representative of the municipal, county, or state government with whom the public has direct contact, has through custom become involved in many service roles unrelated to the law enforcement function. He is often the arbiter of disputes where no violation of law is involved. He may be a first-aidster and a midwife. He may be an adviser on stalled automobile engines and a temporary custodian of lost children.

In addition to these nonpolice functions, the members of a police department are in many localities assigned to such quasi-enforcement duties as patrolling and collecting money from parking meters and registering automobiles, bicycles, and animals.

It would be easy to say that policemen should be divorced from handling any functions other than those having a direct relationship to enforcement of criminal laws. However, in the performance of nonpolice functions the police officer is, in many instances, developing the contacts and effecting the liaison with the community--by projecting a favorable image--which can be of great assistance in combating crime and enforcing the law.

Freeing Personnel

On the other hand, the police manager must give serious consideration to freeing his personnel from carrying out activities which are of no ultimate benefit to the department as a whole, while assuring that they do engage in

activities which may benefit the department and the community even if in indirect ways. In coordination with other branches of the municipal, county, or state government, and with community service organizations, agreement must be reached as to which service functions will be handled by the police in normal circumstances. Thereafter, decisions reached must be made known to the police force and to the public, with fitting explanations that certain limits have been adopted by the police department in order to permit it to function more efficiently in its primary missions.

When the police department is charged with functions unrelated to enforcement of the law, consideration should be given to the formation of special units to handle these matters so that patrol and investigative personnel need have little involvement in them. Proper publicity of achievements for these special units can heighten public regard for the entire police department.

PERSONNEL

Prevalence of Low Pay

Substandard salaries are endemic in the profession and constitute a major barrier to the upgrading of police organizations. Inadequate pay scales are largely responsible for the high turnover rate in law enforcement, and they lead to such undesirable employment practices as "moonlighting."

Not Competitive with Other Fields

Certainly, the effort to make police service a highly sought career opportunity must include the ability of police departments to compete salarywise with private business or other governmental agencies. Today, however, there are too few communities that offer pay to attract the college graduate, or person with special talent, to a career in law enforcement.

A survey presented in "The Municipal Year Book 1969" shows that, as of January 1, 1969, 50 percent of the starting salaries for patrolmen in 753 cities of 10,000 to 25,000 population are under \$6,067, while in 16 cities of over 500,000, half of the starting salaries for patrolmen are under \$6,770. In 224 of the so-called central cities, 50 percent of the starting salaries for patrolmen are under \$6,300, while 50 percent of the starting salaries for patrolmen in 652 suburban areas are under \$6,900.

The possibilities of extensive pay increases are limited for patrolmen not only because there are few supervisory and executive positions in police departments, but also because of present salary policies. The above survey discloses that in 814 cities of 10,000 to 25,000 population, 50 percent of the maximum salaries for patrolmen are under \$6,968. In the 16 cities over 500,000, fifty percent of the maximum salaries for patrolmen are under \$8,623.

Some departments also utilize longevity pay as extra compensation over the regular maximum salary. Another survey in "The Municipal Year Book 1969" shows that of 598 cities reporting the use of longevity pay, the amounts paid ranged from about 3 to 12 percent of the maximum salary. In 9 cities over 500,000 population that provide longevity pay for patrolmen, 50 percent of the maximum salaries, plus longevity pay, are under \$9,240.

One example of low pay reducing recruiting success involves a six-county area in an eastern state. The state civil service examination for policemen to be hired in that area attracted only two candidates in 1964 and was canceled. In 1965, no test was even scheduled due to lack of interest.*

The salaries for supervisory or executive personnel in police departments are hardly competitive with comparable positions in private business. In one capital city, for instance, the chief of police with over 200 total employees in his department received only \$9,800 in 1967.**

Further evidence of low salaries for leadership positions in police departments comes from a survey, completed in 1966 and reported in "The Municipal Year Book 1966," which revealed that 50 percent of the salaries of police chiefs in 840 communities of 10,000 to 25,000 population were under \$7,504, while 50 percent of them in 23 cities over 500,000 were under \$17,600.

* "Varieties of Police Behavior," James Q. Wilson, Harvard University Press, 1968, page 151.

** Ibid.

Higher Salaries Needed

Although increased taxes and greater expenditures are not popular with the public, it should be made clear to citizens that more money is needed to obtain and retain the best personnel in police work and that the public's interest must express itself in cooperation with and support for law enforcement.

Turnover

Turnover in police personnel hampers many police departments in their attempts to improve their organizations and operations.

Retirements and Resignations

With the ranks of most police departments continually below authorized levels, turnover among police personnel compounds manpower shortages and requires more time, effort, and money for recruiting and training replacements.

One factor in the turnover of personnel is retirements. The large number of police officers recruited in the late 1940s will be eligible to retire within the next decade and the loss of those officers will put many departments under severe recruiting strain.

Some police officers leave law enforcement to seek better pay. Surveys have shown that police salaries generally fall below those of the so-called skilled occupations. For instance, in Nashville, Tennessee, electricians received \$3.22 per hour, while policemen were paid \$2.55 per hour. In Seattle, cable splicers made \$375 more per month than policemen.*

*"Task Force Report: The Police," the President's Commission on Law Enforcement and Administration of Justice, page 135.

Another factor in financial rewards for police work involves benefits such as pension plans, group health and life insurance, and sick and annual leave. In the past, many police departments offered fringe benefits that exceeded private business or other governmental agencies. This is no longer true, however, as other occupations now generally have comparable or better fringe benefits.

Inherent in the nature of police departments are a limited number of supervisory and executive positions. As a result, the opportunities for advancement are somewhat restricted except at times of drastic expansion of a department. It is apparent that some skilled men in police work leave because of the relatively few advancement possibilities.

Poor Working Conditions

Unsatisfactory working conditions are a major factor in police turnover. Out-of-date equipment and old crowded buildings are part of the story, but the long hours and high work loads and incessant hostility of citizen groups must be considered primary reasons for the turnover.

The animosity that is expressed in words and deeds against police officers by some individuals prompts many officers to leave the profession. This result may please those militants seeking publicity for their particular brand of dissension, rebellion, or anarchy, but such hostility needs to be counteracted by the support of those citizens who see law and order as the means of protecting the freedoms of the community.

The work loads of police departments have increased substantially in recent years because of a steadily ascending crime rate. In 1960, there were an estimated 2,014,600 serious crimes reported, while in 1968, there were 4,466,600. Despite this rise of 122 percent, the increase in the ratio of total police department employees per 1,000 population was only fractional--1.9 to 2.1.

Applicant Screening

The screening and selecting of applicants by police departments is often perfunctory or abbreviated, and insufficient use is made of modern intelligence and aptitude tests.

Intelligence Tests and Investigations

Despite the existence of a shortage of applicants, police departments should administer intelligence tests to applicants in order to determine their general mental capacities. While most police departments now administer written examinations, these often test for knowledge of police work alone or do not appropriately measure intelligence.

Because of the public trust that is all-important in police work, an evaluation of attitudes, values, character, and emotional stability should be made of all applicants. Departments often make a check of fingerprint records and character references but go no further. This, of course, is too limited an inquiry concerning an individual to be entrusted with firearms and police authority.

A complete investigation should include a check of school, criminal, and credit records, as well as interviews with character references, neighbors, and employers--past and present--in order to provide the information needed for professional evaluation as to suitability for employment. Investigation should extend to other communities if an applicant has resided or worked elsewhere. From a practical standpoint, these comprehensive investigations should be conducted only of applicants otherwise qualified.

Emotional Stability

The emotional stability necessary to withstand the stresses of the violence, verbal taunts, hostility, and emergencies common in police work should also be evaluated before hiring.

While an extensive investigation may discover social maladjustments, personality defects may be latent and not easily discovered by such inquiries. Studies are being made of outstanding law enforcement officers to aid in developing reliable tests or other means to evaluate the personal characteristics that may mean an applicant is unsuited for law enforcement work.

College Recruiting

By and large, there is too little effort by police departments to recruit personnel from students attending and graduating from colleges and universities.

Attracting College Students

College-trained recruits are needed, and it is incumbent on police departments to seek them out. Students pursuing courses in law enforcement subjects as well as those in science at colleges should be approached for discussion of future employment in police work. Especially in the growing number of junior colleges should efforts be made to interest all types of students in such careers. Unfortunately, the all too prevalent derogatory image of police and their duties is an obstacle that is faced today in recruiting among college students, some of whom have gone so far at one university as to prevent the appearance of police recruiters from a major city police department.

It is essential that police recruiting, especially among college students, emphasize the challenges in law enforcement, such as the complexity of investigating or preventing crime, of reducing delinquent behavior, or of administering police operations. While recruiting would be less than truthful if it glossed over police problems, there should be a positive approach to present police work as a career service of action, prestige, and importance.

Financial Incentives

One financial incentive that can be used to obtain college-educated police employees is available through the provisions of the Omnibus Crime Control and Safe Streets Act of 1968. Under the Act, loans can be made to cover most, if not all, of the educational costs of persons in full- or part-time undergraduate or graduate programs leading to degrees or certificates in academic areas directly related to law enforcement or preparing for employment in law enforcement. The loans for the educational benefits and the interest on these loans are reduced or canceled through employment in law enforcement work.

Another approach to attract college students is to provide part-time employment in civilian posts in police departments to college students. If a student enters full-time duties after graduation, his retirement pay and longevity could cover the period of his college-time employment. Also, the amount of service time in-grade required of officers before they can take tests for advancement is now being reduced by some departments based on the years of college training completed by the officers.

Minority-Group Recruiting

Many police departments have been unable to obtain sufficient recruits from ethnic and racial minority groups for such reasons as the failure of applicants to meet established standards, real or imagined prejudice, and lack of interest in law enforcement work by qualified members of minority groups.

Intensified Efforts Required

It is absolutely necessary that law enforcement, in order to meet its moral responsibilities and to achieve efficient, impartial enforcement of the law, recruit members of minority groups. The stumbling blocks to employment of minority representatives are a challenge which must be met with sincerity, patience, imagination, and determination.

Prejudice at various levels of police agencies can be a determining influence in hiring policies. The unwillingness of some police executives to establish or strongly support more than perfunctory recruiting efforts among minority groups is one factor. Also, obvious hostility to minority groups by middle-level police officers can be expressed in undesirable assignments or excessive disciplinary measures. At the lower levels of police departments, refusal by some officers to work with or show respect for minority-group officers can cause members of these minorities to disregard consideration of police work as a career.

Rules of conduct to forestall, reduce, and neutralize prejudice must be set up and strictly followed at all levels of police agencies. In addition, attention must be given in departmental programs to problems of social relationships and the need for eliminating prejudice.

Due to the competition of private enterprise or other **government** agencies offering greater salaries and better working conditions, law enforcement agencies must intensify their efforts to attract minority-group applicants. This entails aggressive and imaginative recruiting that seeks to employ the interests, skills, and talents of minority groups for police work. Essential in locating recruits are contacts with leaders and memberships of schools, churches, and social and professional groups in minority communities.

Experimental Training Programs

Another aspect of the problem of recruiting among minority groups relates to the lack of educational prerequisites of possible applicants from poorer minority neighborhoods. The State of New Jersey, in August, 1963, allocated \$25,000 to recruit for the Newark Police Department nearly 100 Negro and Puerto Rican males who did not meet that Department's educational qualifications. While being paid \$50 a week for working 20 hours a week in businesses, they were to receive 20 hours of specialized training each week to prepare them for the entrance examinations given by the police department.

The Armed Forces in the past several years have been discharging thousands of young men each month, many of whom have been well qualified for civilian police work by reason of their general military service or military police service. Police recruiting was aided in 1968 when military personnel were given discharges several months in advance of the end of their military obligations if they were accepted by police departments for employment as officers. As a result, some of the metropolitan area police departments have been able to recruit qualified personnel from minority groups.

There must be no lowering of standards to attract recruits for law enforcement service. It is more than ever in the public interest to maintain high entrance standards. The answer to obtaining appropriate representation from minority groups must be to use intensified and more ingenious recruiting and training programs in schools, colleges, and neighborhood organizations. But the same standards must be applied to all applicants, with no preferential treatment accorded because of race, creed, or national origin.

TRAINING

Training Programs

Indispensable Function

Police training, once the neglected stepchild of local law enforcement, has come to be recognized as an indispensable function of effective police operations. Stimulated by the growing demand for police services and a desire for professionalization, departments in increasing numbers are establishing formalized training programs. A number of large cities now have police academies with full-time teaching staffs and modern equipment. Recruit training of at least 12 weeks' duration is becoming standard in large departments, and in the case of the Chicago Police Department, recruit training has been expanded to a seven-month program. The Omnibus Crime Control and Safe Streets Act of 1968 has provided Federal funds to strengthen local police training through intensified special programs.

Total Effect Small

That much is being done in the police training field today is evident. But, the enormity of the training problem is such that the total effect of this effort has been small when considered in the context of the Nation's 40,000 law enforcement agencies.

Some aspects of this problem are basic. For example, there is little formalized training being conducted in many nonurban areas. Small units of local governments often have neither the personnel nor the facilities to conduct adequate departmental training programs, and any training received by their officers generally is obtained at special law enforcement conferences or regional training classes. Added to this is an acute shortage of qualified training personnel at all levels of law enforcement.

Other problems of a specialized nature include an urgent need for training courses for first-line police supervisors (sergeants and lieutenants) and for personnel qualified to serve their departments as legal advisors. There also is a definite need for good training documents and instructional manuals in local agencies.

Training cannot solve all the problems of local law enforcement, but these problems will become more manageable when all police officers receive training on a continuing basis.

Recruit Training

A significant number of small police departments are handicapped in providing quality services because they are unable to provide recruit training for their officers.

Lacking in Many Small Cities

The need for new police officers to receive some type of formalized recruit training is obvious. At a minimum, they should be taught the fundamental mechanics of their job and be given some understanding of what is expected of them in dealing with the public. Yet, a recent survey of 1,475 cities throughout the nation in a population range of 10,000 to over 500,000 disclosed that 18 percent did not have recruit training in their police departments.*

*"The Municipal Year Book 1968," page 339.

Of the 47 cities of 250,000 population and over which were surveyed, none was without recruit training, and only one city in the 100,000 to 250,000 category did not have it. But, of the 806 cities in the range of 10,000 to 25,000, 25 percent did not have recruit training. Of the small cities which did not have it, the majority are in non-metropolitan areas.

Small departments are sometimes hampered in recruit training by not having enough recruits to justify, or funds to support, individual programs. This problem is not so acute for small police agencies in metropolitan areas since their recruits can sometimes attend central city police academies. Even here, however, there are disadvantages as some of the academy training is generally not applicable to the suburban community.

Cooperative Programs

For the nonmetropolitan small department, one means which has been devised for overcoming this problem is a cooperative program joining together a number of neighboring police departments in organized training efforts. These cooperatives frequently have outside law enforcement agencies, such as the FBI, participating in their programs.

The FBI continually provides training assistance to police departments requesting it. During the 1969 fiscal year, for example, instruction was given by the FBI to law enforcement personnel in various recruit, basic, in-service, investigative, supervisory, command, and police management schools. In all, training was afforded to over 233,000 officers who attended 7,804 schools.

In-Service Training

In-service training for officers is not given sufficient emphasis by some police departments. "The Municipal Year Book 1969" reports that a recent survey of police departments in 1,267 cities in the 10,000 to over 500,000 population range disclosed that 17 percent did not have formal in-service training programs.

The time when police officers could effectively perform their work without need of in-service training is long since past. Today, police technology and law enforcement needs change constantly, and unless an officer can be periodically brought up-to-date on these matters, he cannot remain proficient

in his work. In-service programs should be well planned and relevant to the requirements of the department concerned. Course offerings not only should be focused on operational problems, but also should deal with public relations and other aspects of the police role in the community.

Formalized in-service programs are beyond the capacities of some police departments due to lack of money and manpower. It is important, therefore, that instruction in this as well as other areas of training be taken to these departments at their local level.

Many police agencies cannot make personnel available for extended periods for training away from their areas and cannot, in some instances, afford to make personnel available in their own areas except at specified times of the day. By taking the training to the departments and adjusting training hours to fit work schedules and personnel needs, training can be more readily given to a larger segment of the law enforcement population.

Use of Firearms and Other Equipment

In some police departments, officers are given little guidance and instruction concerning the use of firearms in their official duties. Written guidelines on the use of lethal force are also frequently lacking:

Every police department should have written guidelines instructing officers as to when guns may be drawn and used. These guidelines should be approved by the head of the department and should be simple in their direction. They should be made a part of the regulations governing the department and, of particular importance, they should be emphasized in recruit, in-service, and every other type of departmental training in order that personnel will be completely aware of their responsibilities in the use of weapons. Police agencies should also have periodic firearms practice sessions for their personnel to insure that weapons proficiency is maintained. Similar regulations governing the use of night sticks, tear gas, and other police weapons are also necessary. In addition, it is important that explicit guidelines be set forth with respect to the use of surveillance equipment.

Educational Advancement

The professionalization of law enforcement demands that higher educational standards be achieved by local police agencies. To motivate police officers to obtain college training, there must be greater emphasis placed by police departments on the use of educational incentive programs.

College Incentive Programs

The report of the President's Commission on Law Enforcement and Administration of Justice recommends that ultimately a college degree should be required for individuals having police powers. This goal is obviously very far from attainment, but better police education is being obtained now by many departments through the use of incentive programs which motivate officers to take college courses. The administrative details of these plans differ widely, but basically they are designed to award an officer premium pay for semester hours of college completed or to pay all or part of his college tuition and fees.

The possibilities for upgrading the quality of police education through these programs are apparent, yet the emphasis, on a profession-wide basis, on the implementation of such programs remains slight. Some progress has been made. California police departments, for example, with their wide access to two- and four-year colleges, have given heavy support to college incentive plans. And in Virginia, a state law enacted in 1966 provides for the payment of one-half of any officer's college tuition while he is going to school, and also covers the remaining half if the officer stays in law enforcement after graduation.

Benefits Realized

But this progress has been piecemeal. A strong publicity program is needed to emphasize the benefits that can accrue to departments having college incentive plans. These benefits often include a decreasing personnel turnover and better recruiting responses from men already college trained who are assured that their academic achievements will be recognized.

Some police agencies, such as the Metropolitan Police Department in Washington, D. C., have broadened their college programs to include high school graduates who have not yet reached the minimum age for employment as police officers. These young men, designated as cadets, attend college on a tuition-paid basis and commit themselves to service as police officers when they become of age. They

generally perform clerical work in their departments while going to school and thus are able to become knowledgeable regarding police procedures before entering recruit classes.

FBI Training Aids

Role of FBI

The FBI has a primary role in the development of training at the local enforcement level. This responsibility has long been recognized through its field police training programs and the operation of the FBI National Academy in Washington, D. C.

The National Academy, since its founding in 1935, has been dedicated to the upgrading of the law enforcement profession by developing the abilities of selected officers as police instructors and executives. This facility, through the end of 1969, had graduated a total of 5,635 officers, approximately 3,140 of whom were still active in law enforcement at year's end. Of this total, approximately 28 percent were heads of their respective departments.

At the local level, the FBI has participated each year in thousands of training schools for police officers. This assistance covers subjects ranging from basic recruit training to highly specialized instruction, and in the 1969 fiscal year included 118 schools on law enforcement management. Special law enforcement conferences are also held annually by the FBI throughout the country on matters of general interest to the profession.

The Omnibus Crime Control and Safe Streets Act of 1968 has provided authority and funds to the FBI to greatly expand and intensify its efforts to provide training assistance to local police agencies. The primary thrust of FBI police training, under this Act, continues to be centered on the National Academy and local instructional activities. These programs are being expanded rapidly to reach the greatest number of police officers.

FBI National Academy

The National Academy, as currently constituted, has two 12-week training sessions a year. Two hundred police officers attend these sessions on a cost-free basis and divide their training time between FBI Headquarters in Washington, D. C., and the FBI's training academy at Quantico, Virginia.

A new academy is to be built at Quantico which will bring all National Academy training under one roof and provide instruction for 2,000 officers a year. The curriculum of the expanded National Academy will emphasize, as does the present curriculum, five areas of law enforcement operations which are of major importance to the police administrator--legal matters, behavioral sciences, police management, physical sciences, and investigation and training. Most instructors at the new academy will have at least a masters degree and some will have doctorates. Some Special Agents who are instructors are currently taking courses in colleges and universities to improve their ability for teaching assignments in the new academy.

It is planned that the very latest techniques will be utilized at the new academy to facilitate instruction and student response. These techniques will include electronic learning equipment, closed circuit television, and computers to determine the make-up of classes. Plans also call for a research library composed initially of 20,000 volumes with a professional librarian in charge.

In addition to the National Academy classes, over 1,000 other local law enforcement personnel are to receive advanced and specialized short courses at the Academy each year. This specialized training is being conducted on a smaller scale at present because of space limitations.

The FBI is currently exploring the possibility of establishing accredited affiliation for the new academy with an area college or university. College credits earned by National Academy graduates will be of significance in helping to upgrade the educational levels of local law enforcement.

FBI Training Assistance

To meet its responsibilities under the Omnibus Crime Control and Safe Streets Act of 1968, the FBI has strengthened its capabilities to aid local law enforcement in training matters when requested to do so. Experienced FBI instructors in the field have been afforded intensive training in modern teaching concepts and techniques, and have been provided with the latest audio-visual equipment, such as slide, overhead, and motion picture projectors, tape recordings, et cetera. Investigative personnel trained as instructors are assigned throughout the country, which makes possible the rendering of training assistance to local police in their respective areas in programs designed to meet departmental needs and adjusted to departmental work schedules.

Other FBI Cooperation

The FBI is also cooperating in other phases of police training. There are approximately 250 colleges and universities which offer some type of law enforcement educational programs. From time to time, the FBI has been requested to participate in law enforcement courses held by some of these schools. This type of cooperation will undoubtedly be expanded in the future as more schools take advantage of Government grants available for police training.

The Omnibus Crime Control and Safe Streets Act of 1968 provides for Government financial and advisory assistance to states that establish planning agencies for the improvement of law enforcement, including better training content, methods, and facilities. At the present time, over one half of the states have duly appointed police training committees, councils, or centralized police academies which are

contributing substantially to the training of local law enforcement personnel. The FBI is cooperating and working closely with these groups and has membership in most of them. In those states which do not have such planning agencies, the FBI encourages their establishment.

These councils are generally made up of progressive law enforcement officials, educators, and representatives of state law enforcement associations. When the training needs for a particular state have been set by its advisory council, the FBI, upon request, will assist in devising and conducting appropriate training programs. It uses as instructors FBI personnel, National Academy graduates, other law enforcement personnel, executives from industry and business, and educators knowledgeable in fields which are of interest to law enforcement.

COMMUNITY RELATIONS

Effective community relations programs by police departments should involve more than public relations and an effort to improve the image of the police. Emphasis must be placed on the fact that the police are service-oriented and that they are a part of, and not separate from, the total community in which they serve. In this regard, it is essential that the police be willing to listen to citizens' opinions and suggestions, and especially their complaints; that they solicit the support of citizens in their work; and that they enter into a dialogue with citizen groups so that each may be aware of the others problems. And it should be realized that establishment of dialogue is not enough; that some positive action must follow which alleviates, or at least reduces, the problems involved.

Effective Communication

The establishment of programs to achieve effective communication between the police and the public is an essential task of police agencies. Law enforcement is facing a community relations crisis which is most apparent in the heavily strained police relations within the minority community.

The police officer, as the most visible and vulnerable symbol of the "Establishment," is the target of minority hostility which is often rooted in resentment against social ills which the officer had no part in creating and probably can do little to solve. It is probable that discriminatory police practices in the past have contributed to this animosity. There is a feeling among many ghetto residents that the police do not provide them with adequate protection and that officers do not respond as quickly in answering calls there as they do in other parts of the community. The use by officers of so-called "trigger words" and certain actions regarded as harassment have also contributed to minority resentment.

Special Units and Programs

The community relations programs in police agencies should be handled by special units capable of planning and supervising all phases of the departments' community relations efforts. Community relations must be both a staff and line function. The concept should be understood by departmental personnel and command their support, and the community relations unit should have a voice in departmental decisions.

Preparation of informational programs on police needs and problems is a necessary function of the community relations unit, and these units should take the initiative in seeking out audiences to which these programs can be presented. Liaison with the community should be established through civic, fraternal, professional, and religious groups, but the work of the community relations unit must go beyond these groups, since many of the individuals who react most strongly against law enforcement are not members of or associated with groups of this type.

The development of programs to reach low-income and minority groups must command the special attention of community relations units. One concept which has been used with varying degrees of success is the "store front" operation. This entails the assignment of a police officer to a vacant store or other building in a low-income neighborhood to make him available to all residents of the area seeking services, both police and nonpolice. When nonpolice services are sought, the officer acts in a liaison capacity with other agencies of the city and county governments to refer these items to the appropriate agency.

Understanding Police Work

Other community relations activities which have been used by police departments include regularly offered tours of police facilities and open houses with demonstrations of police equipment and work. One city arranged for a limited number of high school civics teachers to ride on patrol with command level police officials and to observe other phases of police work. This temporary program was designed to give the teachers and, through them, their students a better understanding of law enforcement. Many police agencies have developed school programs to inform students of various age groups about police work and to make them aware of special problems encountered by the police in enforcing the law.

Police-sponsored recreational programs, such as the Boys' Club of the Metropolitan Police Department, Washington, D. C., permit the police to establish contact with disadvantaged children in a nonthreatening environment. Some police departments, in cooperation with other municipal agencies, have helped to establish summer or day camps for youth as another means of developing understanding among young people.

Citizen Grievances

The handling of citizen complaints against the police has been the subject of controversy for years. The most efficient means of dealing with police misconduct, of course, is to prevent it through appropriate selection of personnel, clear policy guidelines, close supervision, and adequate training. Regardless of such efforts, citizens will have complaints--valid or invalid--that must be received and processed. To insure that the grievances are handled in a fair and just manner, police departments must have formal machinery to investigate and recommend appropriate disposition of complaints.

Independent Investigations

Citizens' allegations against police officers, whatever their character, may be best investigated through inspection units or other special groups in police departments. (Allegations of violations of Federal Civil Rights Acts by law enforcement personnel are investigated by the FBI.) The principal advantage to be derived from using a special unit is that the investigation is conducted by officers who are independent of the regular line functions of the department, rather than by men who are working associates or supervisors of the officer charged with the improper conduct. This provides the machinery necessary for an impartial examination of the charges. The results of the investigation should be reviewed by the chief administrator in the department, and--a point of particular significance--the complainant should be notified of any action taken by the department.

If a complainant is not satisfied with the outcome of an inquiry, he has several appeal channels open, including the local prosecutor, the courts, councilmen, the mayor, the state's attorney general, and the United States Department of Justice.

It is important that police agencies have for their employees written policy directives relating to improper conduct. There should be specific regulations prohibiting discriminatory practices in all areas of departmental operations. Training and instruction concerning these matters should be given to departmental personnel at periodic intervals.

Citizen Review Boards

Much has been said about the need for independent citizen review boards to investigate charges of alleged police misconduct and make recommendations relating

thereto. To single out the police alone for scrutiny by a civilian review system, however, is unreasonable. Numerous complaints are made against other municipal agencies dealing with welfare, housing, licensing, and other matters, but these complaints are generally handled internally by the agencies concerned. The police-complaint-handling process, which involves independent and impartial inquiries by special police units, can adequately obtain the facts of any allegation of misconduct and insure that the complaint receives proper handling.

DEPARTMENTAL OPERATIONS

PATROLLING

Not enough is known about the most efficient and effective means of police patrolling, and there is still insufficient research and experimentation being done in this important area of police operations. Patrolling is one of the key functions of police work and a basic crime prevention technique. It comprises the largest single division of any police department, and random aggressive patrol work by men easily identified as police officers is the community's most visible effort to prevent or combat crime.

Nonpolice Activities

Public Services

Unfortunately, a problem which greatly impedes efficient patrolling is the dual function of maintaining patrol and performing so-called public services. As a result of demands imposed on the patrol force to provide services to the public in the form of nonpolice tasks, the

patrol strength is often reduced for lengthy periods of time. These public services include such activities as collecting from parking meters, putting up temporary parking signs, performing certain maintenance functions, and doing other similar chores not essentially police functions but which, all told, constitute the single greatest drain on police manpower. As a consequence, only a limited amount of a patrol officer's time is spent on criminal matters.

Separation of Forces

For efficient operation, many departments believe that there should be a separation of preventive-patrol forces and public-service forces. How and to what extent depends on the police department and the circumstances involved. Some departments are refusing to provide public services because of manpower limitations. Others have established separate units to handle service problems, thereby relieving patrol forces from this type of activity.

The New York City Police Department, for example, has instituted a separate unit, on an experimental basis, to handle family quarrels. This Department estimates that 40 percent of its men who have been injured in the line of duty have been hurt while handling family disturbances. Special training in psychology and sociology is afforded officers assigned to this unit.

Aura of Omnipresence

The objective of patrolling is to deploy police officers in a manner that will eliminate or reduce the opportunity for crime and increase the likelihood that a criminal will be apprehended when he commits a crime. A patrol force should create the appearance in the community of being omnipresent, thereby preventing crime from occurring and reducing the need for investigative manpower. It must be systematically dispersed, based on experience and analysis of prior criminal activity in the area.

Saturation is one method which makes the fullest possible use of available personnel. This is achieved by assigning more personnel than normal to patrol areas that, according to available statistics, necessitate more intensive patrol coverage than usual. The purpose of such an operation is to saturate high-crime areas with officers in order to reduce the incidence of crime.

Motorized Patrols

Increase in Use

Mobility is the primary consideration in police patrolling today. More and more, the foot patrol is being phased out in favor of the vehicular patrol, for the reason that officers in patrol cars can cover much more area in the same period of time than they can on foot.

Whether one-man or two-man motor patrols are necessary or feasible depends on a variety of factors, such as the type of area to be patrolled, and the manpower and vehicles available. For instance, two-man patrol cars are essential to the personal safety of the occupants in most high-crime or ghetto areas of big cities, while one-man cars can be used to advantage in quiet suburban communities. Conspicuous patrolling tends to discourage unlawful activity, but each department has to determine the number of officers that are necessary in patrol cars for the most effective and efficient patrolling in the areas to be covered.

Lack of Citizen Contact

The most significant handicap in motor patrol operations is the general lack of contact that such patrolmen have with citizens. The necessary confinement to the police car because of its radio deprives patrol officers of the opportunity to develop closer relationships with the community in high-crime areas. This can be partially offset by equipping motor patrol officers with compact portable police radio transmitting-receiving equipment which permits motorized personnel to engage in extensive foot patrol away from their vehicles without losing contact with police headquarters. Several cities have equipped their patrolmen in this manner.

Motor Scooters

Motor scooters for patrol purposes have been tried in shopping centers, apartment house areas, and parks in a number of cities with satisfactory results. The Detroit Police Department, for instance, claims that its 62-man motor scooter patrol has been highly effective in chasing suspects on foot, spotting purse snatchers, catching thieves stealing from shoppers' cars, and searching for lost children. Motor scooters are highly mobile and can be parked unobtrusively and with ease almost anywhere.

Bicycles

Purse snatchers and muggers present a special problem to most police departments. A bicycle patrol may be helpful in combating these types of activity. Bicycles are noiseless in operation; they have sufficient speed to overtake suspects fleeing on foot; they are easy to maneuver and can be ridden in areas inaccessible to larger vehicles; and they can be purchased and maintained at relatively low cost. Bicycles can be equipped with portable radio receivers for monitoring police calls. The Long Beach, California, Police Department has achieved good results with a bicycle patrol.

Dogs

Dogs have been used for years by law enforcement agencies for tracking suspects; searching for suspects in stores, warehouses, and parks; finding runaway children; and for handling crowds. Only in the past decade, however, have these animals been generally used by police departments for the purpose of deterring crime, protecting the officer, and making arrests in high-crime areas. The Metropolitan Police Department of Washington, D. C., established its canine corps in January, 1960, and it is among the largest in the country.

The principal benefit of a canine patrol appears to be the deterrent factor, which is an intangible that cannot be statistically evaluated. Nevertheless, according to reports received from the handlers and from various precinct commanders in Washington, D. C., it has been proven that crime has decreased in those areas patrolled by officers accompanied by dogs.

Foot Patrols

While substantially replaced by motorized patrols for most police work, the foot patrol still has an important role, particularly in urban areas. Officers tied to their police cars have little opportunity to develop sources and contacts; the foot patrolman can do this and can also ameliorate the impression of impersonality which attaches to police officers in cars. Foot patrols in high crime urban areas can have a dampening effect on crime because of close coverage. They can also serve to improve the police image in such areas through the personal contacts of officers with citizens.

There has been in recent years, a reemphasis on foot patrols in the larger departments. In the smaller departments, however, they continue to be a luxury which most cannot justify in terms of efficient use of manpower.

Electronic and Computer Aids

Police departments must concern themselves with the day-to-day, hour-to-hour, tactical deployment of personnel aided by up-to-date facts, with the goal of developing a system wherein personnel can be promptly dispatched to meet all emergencies and contingencies. Many police departments are intensifying their use of electronic equipment and computers to better meet their obligations. Crime-problem areas and crime-problem needs are being programmed on computers to pinpoint such areas and needs. Thus, the traditional concept of fixed beats is being replaced by fluid patrol, allowing police forces to move freely throughout the city into areas of forecasted needs.

Several departments have been computerized in order to have a continuous statistical assessment of patrol work loads and manpower deployment. By means of such a computerized program, police field problems can be predicted and monitored on a daily basis and adjustments made as changes occur. Through data processing, statistical reports can be devised to assist police officials in dispersing their personnel for selective coverage at the time and place such personnel are most needed.

CRIME INVESTIGATIONS

Crime Scene Searches

The crime scene search is an essential step in the investigation of crime, but this vital technique sometimes suffers from a lack of officers skilled in the collection and preservation of evidence. It is important that the emphasis on careful crime scene searches not be restricted to major cases. Routine high volume crimes--such as burglaries and car thefts--must command close attention in this regard for the reason that it is in just such cases that there is often no other means of obtaining evidence. An unskillful crime scene search may not only adversely affect the outcome of an investigation, but it may also convey to members of the public an impression of ineffectiveness.

Inadequate crime scene searches generally denote deficiencies in the training of police officers to recognize potential evidence and to appreciate its value in building a prosecutable case. These can also lead to an overriding reliance on witness identification as the only means of identifying criminals.

Continuing attention to the training of officers in conducting effective crime scene searches is necessary in police agencies. Patrolmen, particularly, should be provided periodic refresher courses in this subject, since they are often first on the scene and must take immediate action to protect the area and preserve any evidence available.

Scientific examination of evidence is an immensely valuable tool which can provide clues not only to identify suspects, but, equally important, to eliminate suspects. Latent fingerprints, for example, can give the investigator a fast, reliable means of directing his inquiries by narrowing the field among many possible suspects.

Crime Laboratories

The forensic scientist and the crime laboratory are long established and vital links between science and the administration of justice. There are a number of

well-equipped and efficient police department crime laboratories in the United States, but many other laboratories do not have the modern equipment or the skilled personnel necessary to perform at desirable levels of effectiveness.

Attracting qualified personnel to staff crime laboratories is a basic and continuing problem. Each year, thousands of scientists graduate from colleges, but far too few enter the police science field because of such things as inadequate salary incentives, technical facilities, and research capabilities. Improvements must be achieved in these areas if the scientific talent necessary to upgrade many crime laboratories is to be obtained.

In most of the Nation's universities and colleges, forensic science is not an established course of study for undergraduates or graduates. This is an area of education which should be emphasized, and encouragement should be given to those schools which are entering this field. The forensic scientist's role demands not only technical skill but also complete familiarity with the legal ramifications of evidence examination and the presentation of court testimony relating thereto.

Some police departments have laboratories with excellent research capabilities, but in other instances crime laboratory research functions are inadequate and should be expanded. Funds for laboratory research are negligible in some police department budgets and little recognition is given to this important aspect of scientific endeavor. The Omnibus Crime Control and Safe Streets Act of 1968 authorizes grants to state and local governments to encourage research directed toward development of new techniques, equipment, and devices for combating crime. Funds made available through this Act should provide considerable impetus to police laboratory research and development.

In some local jurisdictions, the value of scientific evidence examination in the solution of crimes is not fully appreciated by officers. To a significant degree, this can be attributed to a continuing influx of new officers who have not received sufficient indoctrination on the importance of science in police work. Persistent attention to this area of training is necessary for police agencies.

Scientific examinations of physical evidence are conducted without charge by the FBI Laboratory for law enforcement agencies upon request, and FBI Laboratory examiners testify at local trials concerning their findings, also without charge. Instruction is also provided local law enforcement officers on matters of laboratory procedures pertinent to their operations. In addition, the FBI Laboratory cooperates with interested police administrators and officials in furnishing advisory assistance and the benefit of its experience in the operation and administration of crime laboratory facilities and equipment. During the 1969 fiscal year, the Laboratory conducted more than 355,900 examinations, 93,786 of them for municipal, county and state law enforcement agencies.

Fingerprint Identification

The use of fingerprint identification techniques to aid investigators in the solution of crimes should be more fully exploited. Some law enforcement agencies do not have the training and equipment necessary to take the best advantage of these techniques, and in many departments, identification personnel need better training and more up-to-date facilities. In addition, investigative personnel must be made more aware of the value of latent fingerprint examinations in their work. There is a growing need for competent police identification officers. To help meet this need, the FBI has established special fingerprint identification courses in Washington, D. C., for the training of police officers in this field.

Some law enforcement agencies have created mobile laboratories manned by teams of experts who make searches and process latent fingerprints at crime scenes. While this is a step in the right direction, it is not sufficient in view of the tremendous volume of crime today. The mobile laboratories can handle only a small percentage of the criminal cases reported. Investigative personnel handling the remainder of crime inquiries often omit a search for fingerprints because they feel unskilled in this field and think that only the experts should work with fingerprints.

Under research for the FBI at the present time are devices to adapt electronic scanning and computer equipment to read, classify, and store fingerprint data for later search and retrieval. A step forward in this direction would bring many benefits to law enforcement. One of these would be the reduction of the number of trained fingerprint technicians required to do the job. More importantly, inquiries could be answered more rapidly and it is ultimately possible that less than ten finger impressions will be required for a search of the total file.

COMMUNICATIONS

Next to manpower, information is the most important asset to a law enforcement agency. Whether information is only one mile away or 1,000 miles away, it is lost unless it is reported to a central clearinghouse or agency. There is an urgent need for the development of statewide computerized information systems for both operational data and management statistical data. Lengthy delays in communications and inaccessible information benefit the criminal. In addition, statewide crime reporting would permit each state to have statistical data to enable it to better evaluate the criminal justice system within the state.

Uniform Crime Reports

The FBI's Uniform Crime Reports, which has been in existence since 1930, is the sole national program of criminal statistics and provides this country's only nationwide view of crime. Over the years, the FBI has collected information directly from local and county police agencies for the Uniform Crime Reports. In some instances, this meant that local police agencies were submitting crime reports to both the state and the FBI. It would, of course, be desirable to eliminate this duplication.

Moreover, the development of state programs of police statistics would further improve the quality and completeness of Uniform Crime Reports. This is so because it has been proven that in those states that do run statewide crime reporting systems parallel to the Uniform Crime Reports, the quality and thoroughness of reporting to the FBI are generally better than in those states without such systems.

From the beginning of the Uniform Crime Reports, the FBI urged the states to develop a centralized collection of police statistics compatible with the Uniform Crime Reports. Only a handful of states--Minnesota, New York, California, Texas, Maryland, and New Jersey--did so. The other states took no action because of a lack of interest, unavailability of the needed specialized talent, and the problem of cost.

In the last few years, however, a great change has taken place at the state level relative to crime statistics. As a result, several states have passed or are planning legislation to begin statewide programs of police statistics. Furthermore, the Omnibus Crime Control and Safe Streets Act of 1968 makes available considerable financial support for local and state governments which can be utilized to implement statewide programs of crime statistics.

National Crime Information Center

A giant step in the development of data processing to serve all law enforcement was the establishment of the National Crime Information Center (NCIC) by the FBI in January, 1967. Located in FBI headquarters, Washington, D. C., the NCIC is an instant information retrieval system for a computerized index of criminal information. It makes possible the transmission of vital information in seconds. Numerous cases are recorded each month of the recovery of stolen automobiles and other stolen property, and many highly mobile felon fugitives have also been identified by police agencies through inquiry of the NCIC computerized index. It is the NCIC concept to eventually encompass a nationwide computerized index of 50 statewide computerized law enforcement information systems. The NCIC network now has terminals in 49 states, Canada and the District of Columbia.

The NCIC is a new concept bringing the FBI and state agencies into a much closer working relationship. Each state knows that it cannot operate effectively without communication lines to the NCIC. In the future, these same systems will be the means by which operational and management data will be exchanged among the states.

The role of the FBI with respect to the trend toward statewide computerized law enforcement systems is to provide technical assistance and training, as well as the essential coordination to insure that state programs conform to the national standards. The FBI maintains close liaison with the states with respect to crime reporting programs and NCIC developments.

The greatest assistance the Federal Government can give to local and state law enforcement in the area of communications is the further development of an efficient and effective nationwide communications system.

RESEARCH

There are no areas of police matters in this country in which research is unnecessary. Today, with crime a serious threat to the welfare of citizens, the Nation reportedly spends more than \$4 billion a year on the criminal justice system. Yet, out of that total, the money spent on research in crime control is negligible. While private industry allots substantial sums for research, and the Department of Defense spends approximately 15 percent of its total budget on research, it is notable that funds for research into crime control constitute less than one percent of the total crime control expenditures.*

All activities, programs, administrative agencies, and techniques of law enforcement are in need of continuous and systematic study, evaluation, and experimentation in order to adapt the latest in scientific and technical achievements to police work. Such areas of police work which must be studied include police patrol tactics; police investigative measures; personnel management; communications systems; filing and retrieval systems; community relations programs; and internal investigation procedures.

*"The Challenge of Crime in a Free Society," page 273; a report by the President's Commission on Law Enforcement and Administration of Justice.

Police departments, especially the larger ones, must conduct research in order to maintain a dynamic and forward-looking approach to their duties. In handling these research efforts, it will be necessary to raise the educational attainments of the personnel involved. Certainly, Federal and state agencies can also develop research programs of great benefit to all police departments through the use of funds made possible by recent legislation.

There is a need to shift emphasis in police research projects. More attention and more funds should be given to research in crime prevention measures, apprehension procedures and equipment, and community relations. In the past, only 10 percent of the Federal funds allocated for crime research were used for these matters, while 80 percent of the funds were being used for research on the social causes of crime, rehabilitation, and management and administration.

MATTERS OF POLICE CONCERN

NARCOTICS AND DANGEROUS DRUG ABUSE

Heroin and Marihuana

Any consideration of narcotics and dangerous drug abuse and its significance to law enforcement must depend to a great extent on hypotheses and conjecture. Adequate statistics and universally accepted concepts of and approaches to the criminality involved are lacking, despite a large body of commonly held, but often unproven, opinions concerning illicit traffic in narcotics and dangerous drugs.

Heroin and the hemp plant derivative, marihuana, are the primary narcotics concerns of police in the United States. Other opiates and cocaine are included in Federal and state narcotics statutes, but these appear to be of lesser practical significance currently. Although it is often said that marihuana use leads to heroin use, and studies have found that a large percentage of heroin users had previously used marihuana, the cause and effect relationship has not been incontrovertibly established.

Despite differences in their physical properties and in their effects on individuals, heroin and marihuana have pertinent points in common which concern law enforcement. Neither has a proper medical use and, accordingly, both Federal and state statutes have been drawn to govern their possession, sale, and use. Use of either leads to a form of dependence, although in the case of marihuana the dependence is generally regarded as psychological rather than physical. Since each must be illegally obtained by the user, users of either must deal in illicit channels and pay the high prices demanded. Both the potential for tremendous financial gain by suppliers and the possibilities of users resorting to crime to finance their habits are obvious.

Narcotics Offenses Increasing

Although statistics regarding narcotic drug law offenders are acknowledged to be incomplete, some indication of the magnitude of the problem may be discerned in the following available data. At the end of 1968, United States Government figures accounted for 64,011 active narcotic addicts, 1,966 more than the previous year. FBI Uniform Crime Reports showed a progressive increase in total arrests of narcotic drug law offenders from 32,956 in 1962 to 162,177 in 1968. These figures include only those users who have come to the attention of authorities. The FBI Careers in Crime study, begun in 1963, disclosed, as of 1968, that narcotics offenders as a group were among the highest percentage-wise of those rearrested for the same type of crime.

The financial gains to criminals in the chain of narcotics supply, from the grower to the user, are indicated by an estimate that 10 kilograms (22 pounds) of raw opium, available on the black market in Turkey for about \$350, could be manufactured into enough heroin to sell for \$225,000 or more in the United States. The Bureau of Narcotics and Dangerous Drugs estimates that the average addict spends about \$15 each day for a narcotic drug. Some hard narcotic addicts, however, may spend \$100 or more a day to support their habits.

The intangible losses to the country in the form of human lives perverted, wasted, and destroyed are incalculable. A Los Angeles psychiatrist called attention in

December, 1968, to indications that more and more intelligent and affluent youths in the 8- to 12-year-old age bracket are experimenting with marihuana and other drugs. A suburban Washington, D. C., prosecutor reported that drug cases handled by his department increased sixfold from 1966 to 1968.

A possibly more insidious danger than that presented by heroin and marihuana, the consequences of which are relatively predictable, is that posed by the experimentation in and fashionability of the nonnarcotic stimulants, depressants, and hallucinogens. Although numerous drugs, including amphetamines, barbiturates, and hallucinogens such as LSD, were included in the Federal Drug Abuse Control amendments of 1965, the Director of the Federal Bureau of Drug Abuse Control noted in June, 1967, an alarming increase in their abuse in the previous several years. He stated that drug abuse is a social evil which cannot be eliminated through law enforcement techniques alone. A great number of public statements on the problem have stressed the need for additional research and public education regarding narcotics and dangerous drugs.

Methadone Treatment

Treatment of narcotics addicts with methadone hydrochloride, a chemical compound developed in Germany as a morphine substitute, is receiving considerable attention. Methadone produces a morphine-type effect which satisfies drug hunger and it neutralizes the usually painful physiological effects of drug withdrawal. Experimental use of this drug to reduce or eliminate hard narcotics dependency has produced encouraging results. Some addicts have been able to function with near normalcy, their addictions being stabilized with small daily dosages of methadone. Complete withdrawal from drug dependency, of course, is the goal of methadone treatment, but there has been criticism of these experimental programs because their actual effect has been to substitute one form of addiction for another. It is also pointed out that factors other than the physiological are involved in drug addiction (social, psychological and economic, for example), and that these must also be considered in treatment aimed at ending the addicts' drug dependency.

Drug Abuse and Crime

Law enforcement, however, must be concerned not only with the violation of narcotics laws, but also with the crimes generally considered to be related to drug abuse--crimes committed because the criminals are under the influence of narcotics or dangerous drugs, and crimes committed to finance purchases of such contraband. The true extent of such crimes has not been accurately measured statistically, but many surveys have shown a correlation between drug abuse and other crimes. In the FBI Careers in Crime program, 4,385 persons identified as heroin users each averaged four arrests on narcotics charges and six arrests on nonnarcotics charges over an average 12-year span.

It is not surprising that addicts turn to crime to obtain money for drugs. Most convert stolen merchandise into cash, and it is estimated that about \$3 to \$5 in stolen goods is needed to get \$1 cash. This means that the addict has to steal about \$50 worth of property a day or \$18,250 a year in order to support a \$15-a-day habit.

Law enforcement has an obvious responsibility to attempt to stem the flow of narcotics into the United States from abroad and to attempt to identify and immobilize purveyors within this country of narcotics and dangerous drugs. This will require a much larger commitment of manpower directly involved in narcotics investigations. There is also a need for more extensive specialized training of other law enforcement officers to recognize and take appropriate action on the involvement of narcotics and drugs in other offenses. Both need the support of extended laboratory and research activity into the narcotics and drug problem.

The police can play a part in better documenting the causes, manifestations, and extent of the drug problem through attention to and recording of basic data on these points during their investigations. The police can participate in educating the public to the extent and seriousness of the problem. They are also sometimes in a position to recommend practical legislation regarding narcotics and drug abuse based on their experience. The major activities, however, of mass education, legislation, and research regarding narcotics and drugs and the judicial handling, physical treatment, and social rehabilitation of individuals involved in narcotics and drug abuse lie outside the province of the police agency.

ORGANIZED CRIME

Firmly Entrenched

Although such crimes as muggings, armed robberies, burglaries, and automobile thefts account for most of the ever-upward crime rate, organized crime has long been one of the most pressing problems confronting law enforcement. Organized criminal groups are firmly entrenched in all parts of the country, controlling the most lucrative phases of crime--gambling, narcotics, labor racketeering, illicit alcohol, loan-sharking, extortion, and fencing of stolen goods. The keystone of organized crime is illegal gambling, since it is the chief source of revenue. Income from book-making, policy or numbers, lotteries, dice, card games, and the like provides the investment capital which permits racket leaders to branch out into other related fields, such as narcotics and loan-sharking.

With the huge incomes from their unlawful activities, many hoodlums engage in such legitimate businesses as bars, restaurants, night clubs, real estate, liquor distribution, and coin machines. These legitimate enterprises bring profits and even superficial public esteem. In addition, the businesses serve as fronts for criminal operations and as convenient covers to avoid payment of income taxes on illicit incomes.

The enormous receipts gained from these activities make it possible for organized crime to corrupt public officials and other persons in positions of authority and thereby secure protection of its key operations and insulation against prosecution.

La Cosa Nostra

La Cosa Nostra is the largest criminal organization. Operating on a nationwide scale and with international ramifications, La Cosa Nostra controls major racket activities in many of our bigger metropolitan areas, often working with criminals of various ethnic backgrounds.

Force and threats of force are used to eliminate rivals, collect on gambling and loan-sharking debts, frighten potential witnesses, enforce internal discipline, and gain possession of various business holdings. In greater Chicago alone, since 1919, there have been more than 1,000 gangland slayings, only 17 of which have been solved. In the greater Boston area, there have been more than 60 during the past five years, only about a dozen of which have been solved.

Cooperation Essential

Because of the nationwide scope of organized crime, it is imperative that law enforcement agencies freely exchange information on the activities of these hoodlum conspirators. The FBI disseminates information on organized crime to other agencies when received. In the fiscal year 1969, for instance, more than 300,000 items of criminal intelligence data were disseminated to local, state, and other Federal agencies. Included among these items was information which led to the arrest of more than 4,300 hoodlum, gambling, and vice figures by the recipient authorities.

SENTENCING AND REHABILITATION

Excessive Leniency

When there is excessive leniency in the administration of justice, law enforcement suffers. Sentences of inadequate length, misuse of the parole and probation processes, unrealistic bail bond policies, and, in some cases, improper plea bargaining have the net effect of putting "on the street" individuals experienced in criminality. Experience has shown that the habitual offenders among those so freed present serious problems to the police, both from the standpoint of personal danger to police officers and because the crimes committed subsequent to their untimely releases materially increase the already excessive police work load.

In the cases of certain offenders, leniency benefits both society and the offender by contributing to the latter's rehabilitation. But for many other convicted offenders, neither short sentences, probation, parole, nor any other form of leniency has any effect at all. The latter situation involves the repeaters--the habitual criminals who are irrevocably committed to criminality. We cannot permit idealistic and unreal concepts of rehabilitation to repeatedly turn loose such predators on the community to perpetrate progressively more heinous affronts to law and order. When leniency is granted to these offenders in the form of probation, or an unrealistic short term of imprisonment, or release on parole after a period of time so brief that the attempts of penal institutions at rehabilitation have virtually no chance of success, the public welfare is endangered and justice is demeaned.

Society suffers not only from the acts of unrepentant individuals who are the recipients of excessive leniency, but also from the impression that such treatment can and often

does create among those who are crime-prone but have not yet become deeply committed to crime. Their observations of unwarranted leniency can definitely foster in them an attitude that crime can pay, but criminals need not pay. So encouraged, they are much more likely to contribute to the soaring crime rates.

Discussed hereinafter are some aspects of the administration of criminal justice in which excessive leniency may arise. It is apparent that an undue concern for the welfare of the criminal is often recognizable in those situations arising from unreasonable efforts at mercy or rehabilitation. Let it be said at the outset that mercy has an important place in the framework of justice, and that rehabilitation is a goal to be sought. But society has a right to expect that reasonable doubts as to the efficacy of the application of either should be resolved in favor of the community.

Sentencing

The sentencing decision, that is, the imposition of sanctions on convicted offenders, is an extremely difficult one, primarily because society has a number of varied and to some extent conflicting goals in its administration of justice: (1) isolation of offenders who pose a threat to community safety, (2) rehabilitation of offenders, (3) discouragement of potential offenders, (4) expression of the community's condemnation of the offender's conduct, and (5) reinforcement of the values of law-abiding citizens.

Aside from statutory provisions specifying the limits of punishment for a given crime in a particular jurisdiction, the sentencing official is the key. The responsibilities and problems of the judge in sentencing are grave and complex, due to the requirement of our system of justice that the judge must consider not only the crime but also the criminal. If the sentence is too short or of the wrong type, a dangerous criminal may be released prematurely. On the other hand, a sentence which is too severe may reinforce the offender's antipathy toward society and cause him to attempt to avenge himself by further criminal attacks on it. In either event, the criminal will again become a practical concern for the police.

The police can possibly minimize the difficult problems of judges in arriving at the critical decisions as to whether to impose imprisonment or probation by conducting

more thorough and imaginative investigations and by preparing more detailed and accurate reports. There is a great need for judges to be furnished with more adequate presentence information relating to the convicted offender's moral character, prior conduct, associations, and general background, so that sentencing decisions may take into account these pertinent details. This is particularly true in cases disposed of by guilty pleas. While obtaining such information may be considered to be within the province of probation officers, the police can contribute and thereby indirectly help themselves.

Misuse of Parole and Probation

The extent of the use of parole is illustrated by the fact that the daily average of persons on parole from state and Federal correctional institutions in 1965 was 172,625. Moreover, this figure has steadily increased in subsequent years. The use of probation is more extensive. Based on the fact that on an average day in 1965, 684,088 persons were on probation in the United States, it has been projected that by 1975 this number will reach 1,071,000.

It has been observed that neither parole nor probation is a matter of right but is a matter of grace, favor, or privilege. Both programs have the objective of protecting society through the rehabilitation of the offender. Both procedures are sound in theory. It is recognized that the vast majority of offenders, adult and juvenile, must be released from correctional institutions someday. However, the fact is that because they are frequently afforded to unsuitable individuals, both parole and probation do return to the community convicted persons who constitute a problem for the police. Files of police departments in every state contain scores of cases in which innocent persons have paid dearly for the leniency afforded offenders through parole and probation.

Bail Practices

Most surveys and statistics in recent years describe and predict ever-increasing leniency in bail procedures. Money bail is a prime example of a traditional practice in criminal law that has not proved adequate in many instances to meet the needs of an evolving concept of criminal justice.

The Federal Bail Reform Act of 1966 was enacted to correct existing bail procedures in Federal Courts which had made the freedom of many defendants prior to trial dependent upon their ability to pay money bail. Some claimed that these procedures conflicted with provisions of the Eighth Amendment of the Constitution which forbid the imposition of "excessive bail," and with the traditional right of the accused to have unhampered opportunity, prior to trial, to prepare his defense. The Act, which applies to Federal Courts throughout the Nation and to all courts in the District of Columbia, requires judges to free all defendants in noncapital cases on personal recognizance, unless there is evidence that the defendant might flee. Thus, a chronic criminal has to be released without bail, in a noncapital case, if he is considered likely to return for trial, even though the court might have reason to believe he will commit other crimes in the meantime.

A reported high rate of recidivism among defendants released on recognizance bail under this Act in Washington, D. C., has been the subject of continuing controversy. A Washington, D. C., Metropolitan Police Department survey of persons indicted for robbery in fiscal year 1968 in the District and released on bail under provisions of the Bail Reform Act disclosed that of the 130 persons released, 45--or 34.6 percent--were indicted for at least one additional felony while awaiting trial. Other studies have challenged these figures as exaggerated and have cited flaws in the police survey.

A study by the District of Columbia Crime Commission found that 7.5 percent of all persons released while awaiting trial on felony charges were arrested and held for grand jury action for other offenses committed prior to trial. In several instances, multiple arrests took place before the first trial was held.

District of Columbia grand juries have expressed shock at the number of cases which have come to their attention in which defendants with criminal records, many for serious or heinous crimes, were out on bond under the

Federal Bail Reform Act of 1966. In some cases, defendants while out on bond for one crime had committed one or more additional crimes, usually related. In other cases, defendants out on bond were known to have threatened witnesses against them. A representative of the District of Columbia Bail Agency stated that out of 3,800 people released under the Act, 349 were charged with offenses while out on bond. The grand juries have also expressed deep concern about "the light sentences" being handed down by the courts.

Advocates of greater leniency toward convicted and charged persons argue that the best correctional strategy is prompt integration of the offender into community life rather than institutional confinement. They claim that the proportion of persons on probation or parole can be increased without raising the rates of recidivism, because success rates of probation are relatively high, and that probation and parole should have wider functions than at present with more detailed services, such as better supervision and "follow through" offered to offenders. So-called "half-way houses," work-release programs, study release, prerelease, and differential treatment for varied types of offenders should also be expanded, they say.

Rarely noted, but nonetheless an important aspect of the correction and rehabilitation field, is the increasing number of offenders whose sentences are commuted by executive clemency. This freeing of criminals through pardons and sentence reductions, according to press reports, is on the increase.

Plea Bargaining

Plea bargaining has been described as a procedure in which the defense counsel and the prosecutor weigh the odds as to the ultimate fate of the defendant at the hands of the traditional processes of trial and sentencing for the offense charged and, for various reasons, devise an alternative course of prosecutive action which the judge may accept or reject. The net result is that often, even though all parties are convinced that the accused is guilty as originally charged, he is allowed to plead guilty to an offense of less gravity than that for which he was arrested and, consequently, receives a sentence less severe than that which might have followed conviction for the actual offense.

The extent to which plea bargaining adversely affects the orderly administration of justice is subject to debate. Its supporters claim that it expedites the clearing of court calendars and that it produces some measure of punishment for miscreants who might otherwise escape punishment through the introduction of constitutional or other technical issues at the trial. In general, its opponents contend that it allows many criminals to receive less punishment than they deserve. They also claim that it eliminates the orderly exposition of pertinent truths at the trial and, in addition, deprives the sentencing judge of the opportunity to observe the attitude and conduct of the accused during trial, both of which might affect his sentencing decision.

Although the police are not directly involved in the conduct of plea bargaining, they can be either victims or contributing causes of it. Obviously, if abuse of plea bargaining returns criminals to the street prematurely, the police are likely to have to face the additional work and hazards arising from new crimes committed by those so freed. It is similarly apparent that the quality of police investigations can contribute to either an increase or a decrease in plea bargaining. When a prosecutor considers the results of police investigation to be insufficient or faulty from an evidentiary standpoint to support a conviction on the charge for which an offender was arrested, he may feel forced to resort to plea bargaining to secure a conviction on a lesser charge.

The police, therefore, can minimize plea bargaining by perfecting their investigations prior to arrest and insuring that, insofar as possible, they conform to current interpretations of the law. It must be recognized, however, that the fact that the law is in a constant state of flux presents the police with tremendous problems in this respect.

Recidivism

In contrast to the increasingly lenient treatment afforded offenders are the hard facts on recidivism compiled by the FBI's Careers in Crime program. This

program, which was begun in 1963 to follow the criminal and prosecutive histories of a group of known offenders through their fingerprint records, is swiftly documenting the fact that a hard-core group of repeaters is contributing heavily to crime counts year after year. For example, this program has disclosed that of slightly over 18,000 Federal offenders released to the street in 1963, some 63 percent were arrested for new crimes within 5 years. An analysis of 94,467 offender records for persons arrested in 1967 and 1968 shows that 82 percent had a prior arrest and 46 percent had been imprisoned on a prior charge.

Sound Policies and Procedures

Three factors will deter crime: prompt apprehension, prompt trials, and substantial sentences commensurate with the crimes committed.

It is absolutely essential that sound procedures for handling criminal repeaters be followed. Realistic parole and probation policies must be employed impartially in all sections of the country and among all segments of society. Unwarranted leniency, which demeans justice and rewards evasion of legal responsibility, only works to the detriment of our society. Undue consideration for the rights of repeating offenders and overindulgence in legal technicalities benefit only the lawbreaker and degrade the ideal of equal justice for all citizens.

In an article in the January, 1969, issue of the "FBI Law Enforcement Bulletin," Chief Justice John C. Bell, Jr., of the Supreme Court of Pennsylvania, identified as an important factor in America's alarming crime wave the mollycoddling of lawbreakers and dangerous criminals by many trial judges. He stated that probation, suspended sentences, soft and inadequate sentencing for lawbreakers (particularly habitual and other dangerous criminals), unwise paroles, frequent and unjustified continuances, and lengthy delays in the trial of bail cases enable criminals to repeatedly commit additional crimes. Chief Justice Bell added that lenient judges, and other well-meaning visionaries, blandly and blindly overlook the practical fact that the soaring crime rate can be substantially reduced only by swift, certain, and commensurate punishment.

Emphasis must return to firm enforcement of valid parole and probation functions. A reduction in the number of offenders paroled, placed on probation, or otherwise released into the community will materially assist local law enforcement. Accomplishing this reduction is not a simple task, but it is an essential one.

FIREARMS CONTROL

An important factor in the total picture of anticrime efforts is firearms legislation. Statistics tend to support the view that the easy accessibility of firearms is related to the growing number of willful and impulse killings and that control measures are necessary. Since 1964, murder with the use of a firearm has risen 71 percent and aggravated assaults with firearms are up 117 percent. Armed robbery has increased 113 percent since 1964, and studies have indicated over 63 percent of all armed robberies are committed with firearms. The statistics for 1968 in these categories reveal that firearms were used to commit over 8,900 murders, 65,000 aggravated assaults, and 99,000 robberies. The number of law enforcement officers murdered by felons in 1968 totalled 64, and firearms were used in 61 of these killings.

The legislation deemed most pertinent to controlling traffic in guns would be state laws requiring the registration of firearms. Such laws should not, of course, prevent responsible, law-abiding citizens from owning firearms and using them for sporting purposes. Regulatory measures calling for the registration of firearms need not conflict with the constitutional right to bear arms, but they can be a positive step forward in reducing the amount of violence in our society and assisting law enforcement in its struggle against lawlessness.

CIVIL DISORDER

In any discussion of matters of police concern, the problem of dealing with the steadily increasing incidence of civil disorder must be mentioned. The phenomenon of student and racial unrest which has been manifested in riots, violent demonstrations, civil disobedience, and the

like has produced major challenges for law enforcement. Using the Vietnam War and the so-called black liberation movement as instruments to generate conflict, new left and black extremists, through their insurrectionary activities, have contributed greatly to the development of a lawless atmosphere in our society. This atmosphere is characterized by a growing contempt for established authority and increased criminal behavior marked by violence.