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PRINCIPLES OF POLICE ADMINISTRATION.

RICHARD SYLVESTER.¹

When the rules of conduct established by a community for peace and good order and the preservation of life and property are transgressed, crime is the product, and it may be either intentional or accidental. While all violations come within the purview of the statutes, certain exemptions in the imposition of penalties prevail when the act is unintentional or the perpetration the result of unsound mind. Those who commit an offense wilfully, maliciously and premeditatedly become the unquestioned enemies of society, and in the warfare against them the good citizens look to the police as their agents and defenders. The battle against crime has been waged for ages, it is still in progress and will continue so long as mankind inhabit the earth.

There are some who are criminals by inheritance and some who are made so through domestic neglect. While the function of the police in the past has been to deal with criminals as they find them, in this progressive age those who, in addition to preventing a crime or solving a mystery, exercise an influence for the eradication of criminal instincts where they may be early brought to their attention, whether they be hereditary or the result of environment, are rendering a service to humanity.

The value of such service has been practically demonstrated by the heads of police departments in some of our cities, who have cooperated in eliminating slum resorts, reducing overcrowded tenements, furnishing and protecting public playgrounds, protecting children against dissipated and criminal parents, enforcing the gambling and cigarette laws, rescuing girls under age from evil resorts, excluding youths from disreputable localities and aiding in the maintenance of houses of detention and juvenile courts.

The two last named institutions go hand in hand and operate as valuable preventative agencies. The former is a substitute for a station house, wherein children and female prisoners who are first offenders may be restrained and yet kept free from the contaminating influences which follow the confining of such prisoners

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with hardened characters. In construction it should bear the least resemblance to a prison. Steel wires instead of iron bars, iron beds rather than wooden lounges, clean night clothing and bed clothing, with ample shower and other bathing facilities, should be provided. After arrest the prisoner should be conveyed to that institution in a vehicle least resembling a patrol wagon. There the usual record and search should be made, to be followed by a bath and disinfection, if necessary. At night retirement in a genteel manner should be required. Boys should be mastered by a guard, girls and women by a matron. These prisoners should be taken in as unostentatious a manner as possible to the juvenile court, there to be again kept away from the usual court surroundings. When a stage of probation follows, there are possibilities of effective work in some cases and unfavorable results in others. If children become imbued with the idea, after being arrested once or twice, that they are free from punishment beyond temporary restraint in the house of detention and court, then new difficulties beset the police. The latter condition can be largely obviated by a judicious determination of the cases. The whole scheme will in time, no doubt, be productive of good results.

These improvements in the police service are in line with the prevailing sentiment that there is no necessity for maltreatment of prisoners. Antiquated methods were those where violators received severe penalties at the hands of the police before they were arraigned in court, where they were dragged through the streets and, in some instances, first intimidated by a good clubbing. The patrol wagon and signal service have been devised as remedial agents for such practices, but, more than all else, the improved standard of the American policeman has contributed to humane methods. While physical strength is essential, members of the force should be taught to realize that intelligence and tact are more far reaching and effective in the securing of prisoners. As conditions have improved and enlightened methods been introduced, the treatment of the law-breaker must keep pace with surroundings, so that his overtaking and punishment call for study and skill. An officer of the law should know that he is not only the instrument of apprehension and arrest, but that it is his duty to accomplish the work with the least amount of friction, and in some cases his recommendation should go far toward determining whether an offender should be treated in an asylum or worked in jail. I am of the opinion that the chief who adds to his knowledge of police meth-

ods some facts bearing upon criminology is more thoroughly equipped for his duties than the official who performs his task mechanically. There are periods when discontent must be allayed, even riot suppressed, and that policeman is best equipped to allay and suppress who is capable of applying intelligence through study as well as experience.

It should not be forgotten that intelligent work on the part of the subordinate reflects credit on the superior. To secure that it is incumbent on the latter to have the loyal support of the former. It behooves the chief to acquire a knowledge of his men, to study their interests as well as his own and to secure their confidence and respect. Honest, sober, discreet and firm, but kind, leadership begets the same character of assistance. Each member of the force should be made to understand that his profession is an honorable one and that good conduct and intelligent service on his part will bring its reward. A policeman should be assured by law that his position is secure during good behavior; but, with a life tenure, the law should be so elastic that a superior may be reduced and a subordinate advanced, provided the one is inefficient and intelligent attention to duty merits advancement for the other.

There should be three grades for patrolmen. After an applicant passes a successful physical examination by a board of surgeons, a civil service examination as to physical equipment and knowledge of local geography and an examination as to character, he should enter upon one grade of service. If his duty is faithfully performed for two years, a higher grade of pay should be allowed him, and after five years' commendable work a final grade of compensation should be his reward. These graded classes should serve as encouragement for honorable return. If injured or disabled through disease contracted in the line of duty, the policeman should receive a pension, or, in case of his death, his wife and children should be provided for.

In order to carry into effect this system the department must be free from political appointments or control, and, aside from having and expressing opinion, the men should not be permitted to participate in politics.

The late Justice Brewer once said: "After all, the better remedy, so far as any matter of organization is concerned, is a permanent tenure of those officials charged with maintaining the public peace, together with a widening of the reach of the civil service reform to all connected with its enforcement. The thought of stability

in office of those charged with the duty of preserving the public peace must be incorporated into municipal life. There has got to be impressed upon all dwellers in a city a full consciousness of the fact that there is a power to punish, a power that endures and a power that will never let up."

When a member of the force must undergo transfer, fine or removal for having performed his plain duty, what must be the effect upon the organization, and when members are dropped for want of appropriation for salaries, what must be the discontent? The force does not suffer alone, but that institution on which all other branches of the municipality must depend becomes endangered and the life and property of the citizen is without proper protection.

Different hours of duty prevail in different communities. The aim should be to afford the public the greatest amount of protection without jeopardizing the health of the men. Irregular hours for sleep and meals, when prolonged, conduce to physical disability and mental distress. This impairs the efficiency of the force, and the system should be so arranged as to reduce this condition to a minimum. We should not forget that the demands upon a policeman are extraordinary, and that in fifteen years he expends his maximum vigor, though prolonged usefulness may be obtained by studying the surgeons' reports and reducing requirements in hours or by special assignments.

The cost of living in the United States has materially advanced and generally there has been a corresponding increase in the wages of mechanics and employees, who have their nights, holidays and Sundays "off." But this increase of reward has not come to the policeman. His life is not only one continual risk and exposure, but his days of recreation are few and far between. From his meager salary a uniform must be provided and an occasional penalty paid for omission of duty or violation of the department regulations, which reduces his income for living purposes. In this progressive age, when everything has attained a high state of perfection, when men, in their ambition to secure wealth and station, violate the law with a frequency never before known, changes have been effected which have transformed the conditions of ten years ago. These new social conditions must be met by those charged with the protection of life and property. Those responsible for the conduct of municipal affairs have been too much absorbed in other matters to give attention to the conditions and needs of public

servants and to modernize police organization, so as to enable it to meet the new and changed conditions of the present day.

It is to the advantage of a police department to adopt any and all improvements which will facilitate or expedite police work. The establishment of permanent roping devices along lines of parade, crowd ropes, to be used in dividing and handling crowds without the necessity of shoving with the arms and hands, electric lanterns and motor vehicles, adjustable cots and litters, central offices for concentration of police news by telephone, daily printed bulletins of "lookouts" for each member of the force, photograph galleries, printing offices for general orders, circulars and bulletins are all useful and up-to-date devices.

A subject that has received much attention during the past few years is that of revolver practice by the police forces. In some cities all members of the force are required to be able to attain a certain score and to understand how to draw and use a revolver. Selected teams have contested with militia and citizens' teams, and this friendly rivalry has done much to bring about a closer relationship between the guardian of the peace and the man whose property he protects. Much has also been accomplished toward preventing the injury of the innocent when a policeman is called upon to use his revolver. Not only do good results follow practices of this kind, but bowling, indulged in by corpulent members of the force, tends to reduce the avoirdupois and cause a closer acquaintance and consequent respect for the officer on the part of the citizen with whom he may compete.

Conditions have undergone a great change, and old methods have been revolutionized largely through the good work of the International Police Association. It has been means whereby policemen are no longer strangers to each other, but an acquaintanceship, official and personal, has been made complete and the feeling fraternal; there is at all times an inclination to do for the common interest. When a professional thief is put away in one locality it is realized that it is for the benefit of the citizens and authorities of all others. When informed by wire, press or other means that one community has suffered depredations, the police hasten to the pursuit of the malefactor; there is a daily interchange of photographs, measurements, descriptions, letters, circulars and official papers; the long distance telephone quickly heads off the escaping felon; quick messages describing persons and property cause prompt capture and recovery. In fact, at times the wires are utilized to

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weave a web about a fleeing criminal, and those who meet with the association make the work effectual. A police jurisdiction in distress through fire or other calamity, or which is overrun by criminals on stated occasions, is promptly aided by brother officers from other sections, only the asking being required to awaken devout and earnest assistance. A police agent in a far-away locality need but present himself at headquarters elsewhere in order to receive prompt cooperation and all courtesies—his own is grasped by a friendly hand and he is given the same assurance.