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SOME ASPECTS OF AMERICAN POLICE PROBLEMS

Ervis W. Lester

Ervis W. Lester is a member of the Adult Authority of the State of California, whose members have the responsibilities of supervising the Diagnostic Clinic, the training and treatment programs of state penal institutions, and parole programs and serving as the Governor's advisory Pardon Board. Mr. Lester is well qualified through professional training to speak on police problems having been a member of the Los Angeles Police Department from 1925-45 and rising from the ranks to Deputy Chief, Director of Personnel and Training. While with this department he reorganized the Juvenile Division and the Los Angeles City Jail and served for 10 years on the Police Academy Training Staff. His current article was read at the University of Colorado Conference on Crime, Boulder, Colo., August 1949.—EDITOR.

This paper is not a learned discussion of American police procedures and techniques; neither is it a treatise on police administration. It is intended to be a provocative treatment of some of the more serious and resistant problems confronting the police. Its objectives will have been attained if it stimulates productive thought and provides a foundation upon which there can be a fruitful discussion leading to sound recommendations for future treatment of these and other police problems.

POLICE FUNCTION SECURES RIGHTS AND LIBERTIES

The importance of the police function in the protection of modern society has been amply demonstrated by legislative bodies in the enactment of statutes generally believed to be adequate for the regulation of matters affecting the comfort, health, morals, safety, and welfare of the people. Judicial tribunals, including the higher courts of our land, in their interpretations of these laws have recognized the police function as the very foundation upon which the self protection of society rests and by which its perpetuation is assured.

When we study these basic laws and the court decisions which give them character and substance we are sometimes tempted to relax and with pardonable pride contemplate the legal safeguards by which we are surrounded. Yet, we are living in a world that will not long permit us to console ourselves with palliative measures. The daily headlines reporting murder, gangster outrages, and political scandal; news commentators adding lurid briefs to round-out the crime picture; and F.B.I. reports setting forth the incontrovertible fact that a number of major crimes are being committed every minute of the day, all confront us with realistic evidence that somehow these legal devices created to insure our protection are falling short of their goal in the actual administration of justice. It is also true that consolation is seldom found in the study of local crime statistics

despite the fact that they are frequently softened by protective reporting practices.

PERTINACIOUS CHARACTER OF CRIME

It distresses us to admit that this grim portraiture of the more bizarre aspects of crime does not as a matter of fact distort its actual size for when it is reduced to the common denominator—cost—it rears its head to even greater heights. Estimates of the financial burden of crime vary widely, but whether one takes the high or the low it is still manifest that much more money is poured into this barren rat-hole than is expended for both education and health. The picture is a disturbing one—particularly so because the defiant nature of crime and its persistent character so successfully resist the corrective process.

We are faced with the anomaly of a powerful nation attending the political and economic needs of half the world, making a puny and futile attempt to protect its own people against crime.

POLICE PUBLIC RELATIONS NEED OVERHAULING

Today we are to inquire into the problems faced by the American police in carrying out their responsibilities as the first line of defense in the administration of criminal justice. Immediately we have to examine a basic issue—the relationship between the public and the police—and the question arises: Have the police failed the public or has the public failed the police? The history of the American police reveals an indifferent and sometimes antagonistic public. It may be that this is an outgrowth of our love of personal liberty or our traditional protective reaction favoring the underdog, or perhaps the result of the pioneering adventures of our forefathers who placed few curbs on conduct until excesses shocked the early settlers into taking the law into their own hands until satisfied that vengeance had once more secured the peace and dignity of the community. Of course, it could have its roots in the fact that the police are so often identified with political administration that the public is prone to look upon them as members of a machine rather than as protector servants of the people. The possibility that the police created this public reaction by officious subversion of police power, or the application of uninformed methods in handling human relations, cannot be entirely dismissed. Perhaps it is the result of the interaction of these and other factors.

Regardless of the explanation, this lack of public interest and support is often evident and presents one of the most serious difficulties faced by the police. It accounts in a large measure for inadequate police budgets and the lack of scientific surveys

determining police needs in terms of personnel and equipment, as well as lack of active cooperation in reporting known law violations and suspicious circumstances which would give the police untold opportunities to improve their service.

It seems certain that the American people do not feel that they have a common cause with the police in the every day administration of affairs. However, when a very heinous crime is committed and the public conscience is shocked, or when fear of a sex fiend or an insane murderer grips the hearts of the populace, the fullest cooperation can be anticipated. In these cases the veteran law enforcement officer can tell of the deluge of clues, mostly worthless and resulting from over-active imaginations, that have to be sifted and checked by the investigators. But always, as soon as the hysteria of the moment is over the old apathy seems restored over night.

There is no justification for the common attitude that one's citizenship responsibilities have been properly discharged with the exercise of the franchise and payment of taxes. Many otherwise good citizens content themselves with blaming the police for crime conditions. Although there may be some solace, there is no efficacy in these denouncements. We do not blame doctors for the incidence of disease; it is equally unjust to blame the police for the behavior of criminals. The control of crime has significant implications for everyone. The financial burden is appalling. It would seem that enlightened self-interest would dictate an earnest and continuing interest in the law enforcement problems of the community. Every decent citizen can gain immeasurably by active participation and cooperation with the police effort to prevent delinquency and control crime. However, our censure of his failure to do so is as sterile as his naive condemnation of police practices and procedures. We cannot look to the public to take remedial action. Even though an awareness of the need were developed, the responsibility for positive steps could not be fixed. Responsibility in matters of this kind seems to have much the same relationship to the public as a free floating anxiety might have with one of Dr. Bromberg's patients.

It is inescapable that we turn to the police for the solution to this problem. A point has been reached in police administration when it is recognized that one of the first essentials of success is the development of a public relations program that will secure the active intelligent support of the public. Many techniques for accomplishing this purpose have been devised, and some are being used in limited ways by most departments today. However, the selection of the tools and the development of skills

in their application are far too haphazard to suggest success. This problem might well be resolved however by the cooperative effort of police administrators and educators if given appropriate financial support. The I.A.C.P. might cooperate with some university in a research project that would properly evaluate every element of the problem and establish valid rules, formulae, and techniques by which an effective public relations program could be executed. The necessary fund might be obtained from foundations set up to improve public service. Should such a plan be adopted, once the research was completed a pilot school could be established to give adequate training to police officials in meeting their local requirements.

POLICE ADMINISTRATORS HAVE PERPLEXING QUESTIONS

The problem of crime control is constantly with the police administrator. However, there are endless distractions which prevent his applying consistent pressure to ameliorate it. Other difficulties, some old, some new, are always making their demands upon time, personnel, and equipment. The terrific competition of other public service agencies for tax dollars makes it imperative that, as head of the municipal department with the largest budget, he be thoroughly familiar with fiscal matters and able to justify all budgetary items. When the budget is finally adopted, it is rare indeed that his minimum requirements have been met. This usually means a thinning of forces to the danger point all along the line. The police must operate 24 hours every day in the year. There must be geographic as well as functional services available at all times. With limited personnel and equipment a department is predestined to operate at the emergency level. Trouble shooting activities seldom inspire self-inventory, scientific analysis of problems, or objective planning. Indeed, it is surprising that so much success has attended the efforts of the police in some fields. Some of these developments are interesting.

TRAFFIC GROWTH MAKES HEAVY DEMANDS

Three decades ago traffic control was only emerging here and there as a difficulty requiring special treatment. It is seldom concerned with the conduct of criminals and, therefore, exerts little control over them, yet some administrators assign 25% of their personnel to this activity alone. A rapidly growing population, an increasing number of motor vehicles, and the constant expansion of urban areas insure the continued growth of this problem. However, it is significant that standard procedures and techniques have been developed and are now generally

accepted by safety experts. Marked success has attended their application in many cities all over the nation. The essential elements of this program are well understood and need not be delineated. However, it is significant that the essence lies in the rather simple formula revolving around three words all beginning with the letter E—enforcement, engineering, and education. Also important is the fact that, although the I.A.C.P. sponsored Traffic Institute at Northwestern University is the fountainhead of learning in this field, most cities that have adopted its program have done so largely because of the pressure exerted by powerful safety organizations. This pressure is usually necessary regardless of the attitude of the police administrator because larger budgets are required and additional personnel must be secured or severe cuts sustained by other police services. In the process many compromises ordinarily are effected resulting in the Traffic Division getting minimal requirements. Perhaps it is fair to say that given the necessary men, equipment, and training, a traffic control program can be developed with optimum safety guaranteed to the community; but in doing this we must bear in mind the fact that other police services are usually required to give up some personnel because of the economic factor.

CARE OF ALCOHOLICS

Another problem that has arisen to gigantic proportions in recent years is the care of inebriates. It has been estimated that as much as half of the time of the field patrol force in many communities is employed in handling drunks. The forty-five Chiefs of Police of Los Angeles County, in individual reports to the Governor's Special Crime Study Commission on Adult Corrections and Release Procedures, estimated the total annual cost of arresting and jailing drunken persons in Los Angeles County alone at over four million dollars. It is not uncommon to find persons who have been arrested in excess of 200 times for drunkenness. A recent survey in one western city revealed that local alcoholics had been arrested an average of 57 times. There are in the United States today approximately 3,000,000 excessive and 750,000 chronic users of alcohol. Imagine what the wear and tear must be on jail-door hinges alone!

Drunkenness is easily the number one metropolitan police problem in terms of time expended, yet the most sterile activity from the standpoint of achievement. Without doubt, some crimes are prevented by carting drunks off to jail. Some crimes would be committed by them and some against them if they were not taken off the streets. However, the most positive factor is

protective custody. Little else is accomplished by present police and court methods.

ALCOHOLISM IS MEDICAL PROBLEM

The medical profession generally agrees that these drinkers, particularly the chronic type, are sick persons who are in desperate need of medical and psychiatric care. However, facilities for such care are sadly lacking, and alcoholics continue to be a problem for law enforcement officials and jails to handle. There is a critical need for the development of an effective treatment program for these persons. A notable experiment has been launched recently in Oakland, California, where the Sheriff has taken the leadership in organizing community support for an alcoholic clinic that is operated at the County Rehabilitation Center, the new name for the county jail. Psychiatrists, with a staff of technical aids, apply the newest techniques in medicine and psychiatry in a hospital atmosphere. Although the percentage of seeming successes is encouraging, no reports have been issued because of the limited time the program has been in operation. It is hoped that this experiment will pioneer a successful community approach to this critical problem.

Although the liquor industry cannot be charged with the responsibility of creating this problem, it has contributed to its growth and may well have a large stake in its solution. The industry might be willing and might find it profitable to assist financially, and otherwise, with research in this field.

ORGANIZED CRIME AND PROTECTED VICE

Another modern development which handicaps the police is organized crime. This most highly specialized form of crime phenomena has its tentacles reaching deep into the heart of metropolitan centers all over the country. Gambling, prostitution, and narcotics are its greatest financial resources, while hijacking, robbery, big-time fur and jewelry thefts, and murders are often worked into the routine. Frequently, its insidious influences are felt by legitimate business and labor. Always there are aspects of political corruption. The heads of these underworld organizations are usually known to the police and not infrequently well known to the public, yet it is almost impossible for the police to make a legal case against them. The careful planning and ruthless tactics employed by organized crime include murder by trusted lieutenants who direct the mobsters and hire the torpedo men to eliminate competition, prevent leaks, and intimidate possible informers. Add to this the diabolical work of active corruptionists, who give protection and create confusion or block necessary cooperation, and the police have

to deal with a formidable problem indeed. When organized crime once becomes entrenched in a community, its tenacious character defies effort to uproot it. The tremendous profits to be obtained by illegal vice operations will always spur the gangster to use his most ruthless weapons in combating expulsion. The police working alone seldom have the strength to overcome this resistance. The public support of their effort is necessary to move these evil forces from the community, and the only way that any community can be secure against organized crime is to intelligently organize its own resources in self-defense.

ADMINISTRATION OF JUSTICE MUST BE COORDINATED EFFORT

The police are further handicapped by the lack of agency coordination. It is to be remembered that the police represent only the first phase of the administration of justice. Other phases include the work of prosecutors and the courts, the services of probation and parole, and correctional facilities including prisons, reformatories, camps, and farms. The work of all of those agencies is interlocking and theoretically designed to provide an adequate bulwark against crime. To be effective the work of these various agencies must be successfully coordinated and integrated into a strong chain. Careful planning must be constant with all agencies cooperating in their efforts to find and strengthen the weaker links. Unfortunately, there is far too little effort expended in coordination. As a matter of fact, extreme provincialism is often evidenced by open hostility among the agencies whose success depends upon mutual respect and cooperation. Sometimes open warfare breaks out in the press, and the public, having only a limited understanding of the total process of justice, is further confused by minutia ballooned into importance by charges and counter charges. It may be the police are critical of the dismissal of cases, refusal to issue complaints, or fancied abuse of discretion in matters of probation or parole; or perhaps the courts, prosecutors, or grand juries are disturbed about an over-aggressive attitude taken by the police with a consequent denial of civil rights; or the criticism may be directed toward carelessness of the police in securing evidence or presenting testimony. Whether these matters reach field day proportions for the press, or are confined to locker room or corridor gossip, the indulgence of such provincialism serves only the cause of crime and criminals. Regardless of temporary personal triumphs, the inevitable result is the loss of public confidence in the total administration of justice.

CUT-RATE JUSTICE

A problem illustrative of the failure of agencies in this field to fully coordinate their efforts, and one which has a particularly depressing effect on police morale, is the common practice of extending cut-rate justice to persons charged with crime. Daily throughout the country defendants and defense attorneys are driving bargains with prosecutors and the courts on the basis of a plea of guilt to some lesser offense than that charged against the defendant. It is recognized that compromises are sometimes necessary in the interest of justice; but where records of all felony convictions reveal that 80% pleaded guilty and that 66% of those so pleading did so to offenses less serious than those for which they had been originally charged, an everyday practice is indicated rather than one resulting from emergencies wherein an honest attempt is made to prevent a total miscarriage of justice. This apparent indifference on the part of prosecutors and judges diminishes police respect for them and develops a concomitant attitude of "What's the use."

Many excuses are offered in justification of this abuse of power. The most frequently heard are overcrowded calendars, saving of tax dollars, and the extra dividend of quick justice. These rationalizations do not, however, prevent the law enforcement officers, who may have worked day and night preparing an air-tight case, from feeling that they have been sold out and that quite as much could have been accomplished with half the effort.

To cure this evil greater perspicacity must characterize the compromises permitted by prosecutors and the courts, and the police must be drawn into the circle of discussants if the full effect of an integrated system of justice is to be felt. The influence of public opinion arising from an informed and uninhibited citizenry is the strongest force that can be used to secure this cooperation. Next in importance is constant police pressure applied in the most professional manner.

POLICE-PRESS RELATIONSHIP

The police-press relationship presents a very delicate problem, and one finds the police at a serious disadvantage. The glaring disaffection so often evidenced between these two agencies may derive from a multiplicity of factors. Perhaps it stems in part from frequent newspaper pannings given the police in an effort to effect political change. In this connection the press is often used as a sounding board by political factions and is not necessarily partisan despite the fact that the police suffer terrifically in the "squeeze" play. It may be that both feel completely

authoritarian in their respective fields, and each unconsciously resents the power of the other. The extreme competition among newspapers to achieve scoops and its corollary, a desperate determination to prevent a competitor from gaining any advantage, occasions much ill will at the reporter-policeman level. The refusal of the police to permit news photographers and reporters access to crime scenes creates constant friction. Preferential treatment of individual reporters or newspapers only serves to widen differences. The police are habitually blamed for news-reporting failures. Also there are frequent misunderstandings arising out of *what is printed* versus *what should be printed* regarding criminal cases and police activities. Vanity, pride, and stubbornness undoubtedly play important roles.

Regardless of the origin, whether simple or complex, the by-product of this discord is the same—the public views the police with a jaundiced eye. Lack of good press relations will inevitably lead to loss of public confidence on the one hand and reduced efficiency due to lowered morale on the other.

A two-way attack on this problem is indicated. The press should adopt a code of ethics consistent with its responsibility of gathering and printing news and its power to influence public opinion. Upon the police rests the responsibility of formulating a realistic relationship with the press that will eliminate all petty bickering and jealousies and give the highest quality of professional cooperation.

POLICE ARE POLITICAL FOOTBALL

The police are particularly vulnerable to political attack. The annals of the American police are interwoven with local politics, and this pattern still obtains to some extent in a large number of cities today. It is a sad commentary on law enforcement that the quality of justice is affected by whomever might be elected Mayor or Alderman. Here again the citizenry has, through neglect, failed to insist upon equal justice professionally administered at the police level.

The public has failed to realize that the police do not wish to be identified with politics and that politics actually play no part in the work of the vast majority of police officers. Their daily routines are not ordinarily affected—the same investigations are undertaken, the same arrests made, and they testify in the exact same manner regardless of the outcome of local elections. However, the attitude of the young man seeking a career opportunity *is* affected by public opinion on these matters, and the esprit de corps of those already on the job is certain to suffer

from political tactics which invariably use the police as a political football.

The police would like to declare open warfare on pernicious political influence, but dare not for they are often handcuffed by politicians who hold the purse strings and control the appointment and removal of the police chief. Not infrequently does the service suffer by the political protection that is thrown around miscreant officers who should be expelled from the department. The solution of this problem of necessity rests with the police. It is not easy. Again vastly improved public relations are essential.

POLICE WORK AS A PROFESSION

The complete goal will not be attained until the police have achieved the high degree of technological competence which distinguishes their work as professional. This, however, is not a hopeless dream. Despite the fact that there is a vast amount of house cleaning yet to be done, there is considerable evidence that the police are making strides toward professionalization. Tremendous advances have been made recently in systematizing knowledge of police administration and in establishing definite procedures. Administrative techniques are also evolving. For the first time excellent text books are available on these subjects. Ethical standards are receiving attention. A wholesome concern is everywhere apparent toward the solution of problems touching civil disturbances, minority group tensions, labor-management strife, and public relations in general. An improved attitude is also evident toward abuses of power such as unjustified arrests and third degree methods.

ADVANCES IN POLICE TRAINING

No aspects of police administration have moved forward more rapidly than training. Pre-induction training at the college level is mushrooming all over the country. In California alone there are six institutions of higher learning giving degrees in police science with several hundred students in attendance. Recruit training is almost universal, and in-service training is used by many of the smaller forces in areas where regional schools and technical institutes have been established.

Some colleges and universities have developed special training schools for on-the-job police officers. Most notable is the Northwestern University Traffic Institute, mentioned before, which has trained so many police traffic experts who in turn have directed the organization and training of local traffic units with

such excellent results. The University of Southern California, using the traffic school at Northwestern as a model, established the Delinquency Control Institute in 1946. Here police officers assigned to juvenile work in law enforcement agencies all over the U. S. A., and some foreign countries, make intensive studies into the causes of delinquency and the various procedures and techniques employed in its control. While the Delinquency Control Institute has only operated three years, it is meeting a long recognized need for special training in crime prevention, and it is believed that its contribution to this aspect of police administration will prove as notable as has its forerunner's benefaction in the traffic control field. The University of Southern California also has a large extension division giving day and night courses in police administration. Last semester there were more than 750 regular policemen and deputy sheriffs enrolled in the program.

The selection process in recruitment is being improved constantly. Physical standards are rigid and uniformly high. Educational requirements are rising while examinations are more skillfully designed to meet police requirements in intelligence, personality traits, and aptitude. Competitive personnel procedures have largely replaced other forms of appointments including political patronage. This alone can do much to divorce the police from political machines and give them professional integrity. However, local residence requirements still handicap the college graduate and retards progress. Promotions are more and more secured through merit. Competitive examinations open to qualified personnel are recognized as an essential factor in police morale, and here and there a Chief of Police is selected through open examinations administered by out-of-town experts.

The I. A. C. P. has had a tremendous influence in promoting these advances. Its aggressive leadership is steadily gaining ground through the medium of its conventions, news letters, and other publications. The part played by the F. B. I. National Police Academy, in developing uniform procedures and techniques, has been particularly significant. The professional leadership of the F. B. I. has made other invaluable contributions in advancing police administration. It has set records in both efficiency and public relations seldom equaled by public agencies, and presents an outstanding example of the rapidity with which professional attainment may be achieved in the law enforcement field when inspired leadership is present and necessary tools are available. It is noteworthy that professional personnel standards with commensurate salary increments marked the policy of this agency from the start.

WIDER OPPORTUNITIES IN CRIME PREVENTION

Our final discussion deals with the most constructive phase of police endeavor, and here we find the police concept of crime prevention undergoing remarkable change. In the past the emergency nature of police work has directed most of the crime prevention effort toward repression. This checkmating of crime by removing temptation and opportunity is still seen in the deployment of the field forces according to the incidence of crime and in conformity with the principle of applying enforcement at the time and place where crime is most likely to occur.

The need to remove moral hazards for the protection of children has been understood for a long time. Some excellent work has been done here and there in decontaminating so-called attractive nuisances. Some surveillance of these places is common in most police departments. However, until recently little thought has been given to the possibilities, on the one hand, of discovering the underlying causes of delinquency and, on the other, of modifying this behavior by treatment designed to lessen inner tensions and give adequate expression to the personality through less aggressive and more acceptable social conduct.

Considering the need for highly specialized training to understand the motivation of deviate conduct and the forces that must be used in reconditioning the elements involved in its production, it is not surprising that the police generally have contented themselves with treating symptoms. However, this lack of knowledge and consequent misunderstanding has sometimes occasioned considerable frustration for the police over the ineffectiveness of the correctional process. For a long time it was difficult for the police to accept the Juvenile Court concept of treatment. Even today dire predictions are frequently made about the future adjustment of delinquents placed on probation. This evidences a wholly unwarranted confidence in institutional placement. Another milestone of achievement will have been reached when the police, fully understanding the training and treatment aspects of corrections and all of the implications involved in institutional living, begin decrying the unnecessary commitment of offenders. For instance, through a free interchange of ideas with criminologists, attitudes can be modified, and the fact that the efficacy of punishment is largely a fiction is gradually accepted. Of course, taking away such a long used and comfortable crutch requires mental and emotional adjustments for the police, but these are usually made with few casualties.

In the meantime progress is being made. Despite lack of a

full appreciation of all the factors involved, the need for specialized training for officers dealing with delinquent children has become so obvious that juvenile bureaus (or crime prevention units) are now recognized as essential in rendering this service. When a Juvenile Bureau is properly staffed with efficient, well trained, men and women it becomes a great asset to the department and to the community. The ability of these officers to deal successfully with juvenile offenders and neighborhood problems in a manner acceptable to the public assures ever wider opportunities to exercise skills in delinquency control. Thus, a more enlightened and constructive endeavor on the part of the police inspires the confidence and cooperation of the public and makes possible a community wide coordinated crime prevention program in which the police occupy a role of leadership.

Crime prevention, just as crime control, is accomplished not by one or several public agencies but rather by the organized efforts of all constructive forces in the community working intelligently together to effectuate the optimum social climate for the personality growth of all children.

The police expect to play a major role in the negative phase of this social action. They relish the opportunity to identify and remove or control hazards and deleterious influences of the community. However, it is often difficult for them to recognize the responsibility of assuming some leadership in directing the communal effort in building positive forces to replace the negative ones. The point of view of the police is important in designing social action to carry out these objectives, and their active intelligent support of the program can easily be the difference between success and failure. A by-product of such leadership and cooperation is a revised public opinion. Where before the police were tolerated as a necessary repressive force, standing alone against crime and violence, now they are accepted as colleagues in a mutual enterprise, and this relationship has added significance because of the unselfish, highly desirable character of the effort.

The contribution now being made by the Delinquency Control Institute at the University of Southern California in the areas of research in this field and in the training of police juvenile officers will do much to hasten the understanding and acceptance of a new concept in crime prevention by both the police and the public.

SUMMARY

A brief summarization of the various problems that have been examined might be profitable.

1. A monumental difficulty is posed by an apathetic public whose indifference can quickly change to hostility.

2. The ever increasing growth of the traffic problem is constantly making heavier demands upon personnel and equipment.

3. The police are stuck, for a time at least, with the time killing, back breaking, initiative destroying work of processing alcoholics who in reality pose a question for medical science.

4. The incongruous affront of the secure, semi-respectable social position of known gangsters and hoodlums associated in organized criminal activities is an admonition that communities must organize against the development of these malignancies rather than face the herculean task of extirpating them.

5. Provincialism and bargain counter justice are evidence of the pressing need for the development of a coordinated and integrated program for the administration of criminal justice at the state and local levels.

6. The disturbing discord between the press and the police is a marked disservice to the public, and the removal of this antagonism will materially advance the cause of justice.

7. Political attacks on the police are often aggravated by political handcuffs which prevent self-defense and the application of equitable justice.

8. A newer outlook in crime prevention presages a profitable application of police effort far up the stream in crime control and greater appreciation and cooperation from the public can be anticipated.

When thought is given to the various methods that might be used to alleviate or ameliorate these difficulties it is easy to recognize the tremendously important role that must be played by an awakened citizenry, and it is surprising how often the parts played by educators, research, and training are the determinant factors holding out hope of success. One problem succumbed to this latter approach, another is yielding nicely, and all the rest offer excellent possibilities for this type of treatment. However, we should not expect to find all the answers in a clinic. While diagnosticians may develop knowledge, technique, and animation, the hard spade work of translating those into action will have to be done in the field by on-the-job practitioners. In the meantime it is said that no one is able to pull himself up by his own boot straps, but most students of these problems will agree that the police have made a valiant effort to do so and that it is high time someone extended them a helping hand.