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THE POLICE CADET

PAUL FLAUGHER

Captain Paul Flaughner is in charge of the Identification Section of the Cincinnati Division of Police. He attended the University of Cincinnati Engineering College prior to entering the department nineteen years ago and has risen through the ranks serving as Detective on the Vice Squad, as Identification Superintendent in the rank of Lieutenant, and as Night Chief and District Superintendent since his appointment as Captain. For a number of years he has assisted with the police training program of the Cincinnati Department.—EDITOR.

Among the problems that beset the police administrator, the most pressing fall in the fields of recruitment and deployment of personnel. As he develops plans for the future of his organization and determines man power requirements, the chief must be prepared to outline to city officials the details of these plans. Executive officers in city government are becoming increasingly aware of job classifications and are critical of the use of their employees. The chief must be prepared to justify the assignment of every member of his unit.

In some instances, administrators are placing trained officers in jobs of a clerical nature thereby reducing the number of men on actual patrol. In addition to the reduction of the number of men on the street, the cost of operating the police department is increased. The completion of work in many assignments does not require the incumbent to be a trained police officer. A civilian with training for the specific job can, in many cases, do the work better.

Aside from the trouble incident to assigning personnel to specific jobs is the difficulty of getting good recruits in the face of competition from private industry. Many industries, mindful of the supply of potentially good employees among young men just leaving high school, make an earnest effort to locate and place these men. They approach school counselors and arrange to sell their prospects on the opportunities which they can provide. They promote an effective advertising program calculated to attract a large number of applicants from whom they can make a choice. Until recently, there has not been a way in which police departments could meet this competition in which age is the deciding factor. Police officials had to wait until young prospects reached the age of twenty-one, the minimum age for policemen in Ohio. Only then could they offer employment. Many young boys, eager to become policemen, cannot afford to wait until they become of age so they begin a career of a different nature.

The police cadet program was conceived as an answer to this problem. The police cadet is a young man, not old enough to exercise the authority and bear the responsibilities of a police officer. He is hired primarily to do clerical work within the organization, relieving police officers for duty in the field. The cadet is to be employed as such only until he becomes twenty-one years old. At the beginning of his association with our agency, we tell him that he will be expected to take the recruit examination when he is eligible to do so. Thus, the cadet is a police trainee.

The cadet program, while not a new idea, has not been explored to any great degree.

This was proven by results obtained when Cincinnati sought to learn the experience of other cities in this field of employment. There are a very few cities in this country employing police cadets.

It is not the purpose of this paper to explore all fields of recruiting and assignment in police work, but rather to detail some factors which have affected the hiring of young boys for positions of responsibility in the Cincinnati Police Department. It may help some police administrator to answer the question: "Should our Agency adopt a cadet program?" Many of the comments included here apply equally well to the recruitment of both police cadets and police recruits. We are concerned only with the hiring of cadets.

ADVERTISING

Once we made provisions to employ young men under twenty-one years of age, it was necessary that we publicize this fact in an effective manner. While civil service regulations make it necessary for our city personnel department to advertise the fact that openings are available in city service, we cannot depend upon this means alone to reach the kind of prospect we want. The type of fellow who reads the want ads in search of employment is not too likely to be seeking employment of a career nature.

We felt it was up to us to develop our own advertising campaign. In our city, we used contacts available to most police departments. We sought the advice of an advertising agency which had expressed an interest in helping us with our recruiting problem. One step they recommended was that we prepare for publication in suburban newspapers something having news value. This was to be more than a routine ad. It was to be a short resume telling of the new cadet plan and attempting to get the reader to think in terms of reminding a young friend of the opportunities afforded by a police career. It was to be phrased in such a way as to appeal to the reader of community news. The agency mailed a letter to the editor of each of these papers stating that the superintendent of the police district in which the paper circulated would visit him with a news item. Shortly before the deadline for the cadet examination, the various captains personally contacted these editors and provided them with material. The theme of the release pointed out the satisfactions of a police career, the need for good men for this service, and suggested that the reader look about him for young men whom he would like to see in city service. This material was welcomed and published. The daily newspapers were approached by a representative from the chief's office. They willingly gave our efforts publicity. This approach was certainly more effective than a line or two in the employment columns.

QUALIFICATIONS

In establishing the qualifications for this type of employee, we must set our sights on getting the type of young man who is best for the division as a whole. We cannot hire young men who fit the requirements of the moment only to find that there will be some objection to their continued employment when they become old enough to be a police officer. This means that, for our cadet, our standards with regard to morals, mental ability, and physical condition must be evaluated in terms of the man of twenty-one.

Civil service regulations do not permit us to set minimum standards for formal education. We cannot say that we will employ only those young men who have had a high school education or the equivalent, although we feel that at least this much schooling should be required. Since it is necessary that each applicant take an examination which will to some degree indicate the extent of his formal education, we feel that we can rely on this factor to indicate those who are the most suitable prospects.

In connection with setting up physical qualifications, we explained our problem to our police surgeon and sought his help. To a great extent, a physician can foretell from the examination of a young boy, the type of man he will become. We relied on our police surgeon to aid us in selecting the type of boy who might someday be a policeman.

From a morals standpoint, we set standards far above those maintained for many other types of occupation. Any agency that employs men who inquire into family relationships, discuss embarrassing experiences with women and girls, and accept confidences which can never be violated, must be extremely careful in its recruiting processes. It is difficult to determine in advance just how the cadet applicant will measure up to our requirements in this category. We have depended on the opinion of school officials to help us eliminate possible misfits. Of course we are speaking of the applicant who has not been investigated by a member of our department. A portion of the total examination consists of a character check by our division. This check deals not only with the favorable references furnished by the applicant, but with sources of information sought by the investigators.

Our city personnel department printed and distributed a bulletin outlining minimum qualifications for the police cadet applicant. This bulletin was directed to high school vocational counselors and expressed the desire to talk with students who met minimum qualifications. A descriptive folder was included to be given to those students who seemed likely prospects for this position.¹

Comment is in order about some of the qualifications. Since it is felt desirable that city employees live within the corporate limits of the city, residence requirement was established. With regard to age, a minimum of seventeen years was set because many boys not yet eighteen while in high school will shortly reach that age. The maximum of twenty-five years was permitted this time with the idea in mind of requesting the applicant of this age to take the police recruit examination. Although this bulletin was sent to high school counselors, its circulation was not limited to them alone, and we hoped some older prospects might read it. Clerical skill was made a requisite because of the increasing need in police divisions for preparing written reports. The cadet, starting out in the police field, should exhibit willingness to engage in this type of activity.

APPROACH TO THE PROSPECT

In seeking prospective applicants, we sought the aid of the members of our force. Experience has shown that many of our policemen first heard of the opportunities in

¹ Readers interested in copies of this material may obtain them by writing the author in care of the Cincinnati Police Department.

police work from a police officer. We asked fellow officers to seek out promising young men and send them to us. Their efforts produced favorable results.

Our most effective approach, however, lay in following the example set by private industry. This was to arrange meetings at local high schools with students selected by the vocational counselors. Two of our captains were briefed on the procedure to follow in conducting such meetings. They met with groups of students and presented our plan. They stressed the fact that the plan was new. They pointed out that the police division had never before been able to approach high school students and seek their enlistment into this profession. An effort was made to show the students that this was an opportunity to learn and earn at the same time and to place themselves in a position where they would be able to start a life work under favorable conditions. They were told that clerical aptitude was being made a requirement because of the increasing volume of paper work in the division, and as a member of the division, they would wear a distinctive uniform. We believed this point would have an appeal and attempted to make capital of it. They were told that they would work all hours of the day just as regular police officers. They were to be assigned to units which afforded opportunities for their useful employment and effective training. Their primary duties would include handling of telephone and teletype communications, making entries in reports and records, filing, and general clerical work. They would work under direct supervision in a police building; not on the streets or in cars and would not carry arms.

We told them the amount of pay they would receive. Their starting pay is \$59.80 per week. This increases \$4.15 per week after the first year and becomes \$67.89 at the end of the second year. The weekly pay for patrolmen in our city is \$78.49 for the first year and reaches a maximum of \$90.23 at the end of the third year. This pay is to be increased in 1956.

In addition to a talk outlining the details of the cadet hiring and employment, a film was shown to give the students an actual picture of our training procedure. We realized after the first showing just how desirable it is to include such a recruiting aid. We now believe it to be the most effective means of depicting the various phases of police operation. A picture of real policemen shown in familiar surroundings makes a good impression.

This silent film was made with the assistance of a professional photographer who offered helpful comments. A portion was made by one of our officers using a departmental camera. All of the scenes showed policemen in action in various parts of the city. To keep the film timely, we have revised it twice since its first editing a year ago. Once the preparation for such a film is undertaken, it is surprising how easy it is for police officers to go ahead with the making of a good picture. The expense is much less than many police administrators think. In making this film, we used five reels, giving us a running time of forty minutes. After a session in the cutting room, our final revision left us a film lasting seventeen minutes. This has been sufficient for our needs. The details about the preparation of the film are offered since many administrators expressed the feeling that such a production was beyond their capabilities. The sales value or public relations effect associated with the showing of this type film is far above its cost. While the film was shown, the visiting officers added a verbal comment to emphasize certain points.

THE EXAMINATION

We discussed our desires with the city personnel department, and they prepared an examination consisting of the following parts.

1. An aptitude test comparable to that given candidates for officer candidate school.
2. An eye examination.
3. A physical examination.
4. A clerical aptitude test.

Our police surgeon conducted the physical examination. Following the tests and and the physical exam, two of our staff officers interviewed each candidate. This was done to make certain that he knew what was expected of him and to determine if he were seriously interested in making police work his career. We intended to eliminate any prospect who seemed to want only temporary employment.

In connection with the conduct of the exam, we compiled the following figures. Ninety-eight applied, seventy-four appeared to take the exam, and seven passed. These figures may be interpreted to mean that the series of tests was unusually difficult. We would rather feel that those who passed were most suitable for our needs.

TRAINING

Now we come to the most pressing problem aside from the recruiting itself. This is the training of these new men. In all fields of endeavor, there is currently a strong emphasis on the training of employees. If a man is properly trained from the beginning of his employment, it is likely that he will perform in a creditable manner. Also, he is not likely to make too great a mistake if he mishandles a phase of work which was not covered in his training.

The initial teaching was directed toward making good clerks of our cadets. We feel that as they progress in clerical work, they can be provided with training in other subjects related to police work. Certainly, as they work in their places of assignment, they will absorb something of our philosophies and learn some of our practices. We hope that we will not succumb to the idea that they will learn solely by association.

In training these young men, we are reversing the procedure which we have followed to obtain police clerks. It has been the practice of this department to assign men to clerical work in our various police stations on the basis of their inclination to handle routine paper work. We have selected our clerks from those men who have first demonstrated ability as a police officer. In speaking of police clerks, we mean the type of employee whom you find in a police station handling inquiries and keeping station records in order rather than employees who work in bureaus where clerical work is the primary function. In following this practice, we admittedly place the quality of the paper work secondary to the thought that the man must be ready at any time to handle some phase of law enforcement. To the extent that clerical work is looked upon as a necessary evil, this reasoning is not faulty. However, with the increasing emphasis on written work in case preparation, the need for greater detail in the recording of incidents, and the increase in volume of all work, the keeping of records is

demanding more of our attention. It is not necessary that records be kept by a man who has police authority.

We thought the topics of training to incorporate in our program should include the setup of city government, organization of the police department, and the preparation and routing of reports. Public relations and telephone techniques were included. It seemed wise to train these men in business English, touch typing, and the spelling of words peculiar to our profession. Despite the fact that we have tried to get the cream of the high school crop, we felt that the spelling and grammar used by many graduates left something to be desired. With the exception of training in spelling, English, and typing, we employed our police instructors to teach these young men. We contacted the leading business schools in our city, told them what we expected of this new type of employee and asked for their assistance. The principal of one of the schools offered a course in business English and touch typing. He volunteered to include a course in the spelling of commonly used words and requested us to supply him with a list of the words which we found misspelled in police records. Such a list was provided by our training officer. It was recommended that we limit school attendance to half day periods for training in this small number of subjects. Too intensive training in a subject such as touch typing does not always yield favorable results. The school official suggested an attendance of five one-half days per week for six weeks. He thought this length of time should make fair typists of our cadets. The cost of this training was approximately forty cents an hour. In view of the value of such training to the cadet, he was expected to pay the bill.

We began our training program with a three day session at the Police Academy. The balance of the first week was spent at the place of assignment for each cadet. Starting the second week, the cadet spent one half day at his police job and the balance of the day at the business school. This plan was followed for six weeks. Our academy training program was as follows:

		<i>hrs.</i>
First day	class orientation and note taking	2
	study methods	1
	setup and history of city gov't.	1
	police organization	2
	police rules and regulations applicable to cadets	2
Second day	preparation and routing of reports	2
	telephone techniques	2
	tour bureau of records	4
	tour central station	
	tour administration bldg	
Third day	tour a police station	
	human behavior	2
	preparation and routing of reports	2
	tour communications center	1
	uniform fitting	3

The cadets were provided with written material of the type given recruits taking these courses. The telephone techniques course was provided by our local telephone

company. This consists of a motion picture describing the proper way to conduct telephone conversations and highlighting procedures which can best secure good public relations.

INTEGRATION

Since the adoption of the cadet plan was an entirely new thing in our department, we felt it important that other employees should know why this was being done. We published a bulletin a month before the examination. This bulletin related the problems that confronted us in getting recruits and explained why private industry has an advantage over us in that they are not restricted by age limitations. We referred to the civil service bulletins outlining qualifications for the position. In the bulletin, which was condensed to one page, we tried to answer questions most likely to arise. We concluded our explanation with the comment that these new cadets would some day be working with us as policemen and that it was to our best interest to help them get a good start. The bulletin was circulated throughout the division. Thus, we tried to pave the way for the acceptance of this new plan.

UNIFORMS AND EQUIPMENT

Some thought should be given the design of a uniform for police cadets. We want these men to feel that they are members of an outstanding organization. One way is to dress them in the same fashion as veteran policemen. However, if the cadets resemble police officers, anyone who sees them on the street might request some kind of police service. If the service is not provided, the civilian might be displeased no matter how tactfully the lack of compliance is explained. Despite the fact that cadets would not have police authority, we could not expect them to explain this every time the question arose.

Since we did plan to employ them in police buildings, a uniform of some type should be used to distinguish the cadet from regular civilian employees. We finally did adopt a uniform which differed to a great extent from that worn by members of the uniform force.

The uniform selected includes a white shirt and royal blue tie. The shirt is similar in design to that purchased on contract for uniform men. We decided on trousers of French blue of tropical worsted material. This cloth was to be taken out of stock by the company which has the contract to supply our other uniforms. For outdoor wear we chose a royal blue blouse trimmed in French blue and an air force style cap. Black shoes are a must, and gaudy socks are taboo. The cadet is to wear his hair cut in a military fashion. The selection of this uniform was made by members of the staff after a committee made inquiries as to what was available. A member of the tailoring firm which supplies our uniforms was invited to appear before the staff with sample materials and uniform designs. Thus, considerable thought was given to the final design.

Cadets are required to purchase their uniform, and wear it while on duty in public buildings. They may change clothing at their place of assignment if they wish. This is in accord with the policy for all uniformed members. The cap device is the only article which remains the property of the city. Following is the cost of the uniform:

blouse	\$28.25
trousers	17.25
cap	4.95
	<hr/>
	\$50.45

We feel that this uniform gives our new cadets a good appearance.

QUESTIONS RAISED

The following questions were asked when we set forth our plan.

1. How will the military status of the cadet affect his employment? The cadet who is drafted into military service will be rehired following an honorable discharge. He will be subject to the same conditions that affect rehiring of any other city employee.
2. What is the minimum age for cadets? We would prefer that they be eighteen. However, they can start when they are seventeen. We have not drawn too close a line.
3. Will the applicant who is in school be permitted to finish his education? Yes, we feel that completing high school should be encouraged.
4. Is not police work dangerous for a young boy? The cadet will not be performing police work because he will not have authority to do so. He will be working in a police building in the company of policemen. He could not be in a safer place.
5. Can the cadet remain in this position after he becomes twenty-one? No, we hire him with the understanding that when he becomes old enough to do so, he will take the police recruit exam. If he does not wish to take exam or does not pass, his employment as a cadet will end.
6. The division hires civilians for school crossing guard posts. Will cadets be used for this task? No, the cadet will be assigned to work which is primarily clerical in nature. He will work in one of our police units under supervision of a police officer.

SUMMARY

Supervisory officers must remember that new employees in this age group have had very little work experience. They come to our organization without work habits, but with eagerness and intelligence. The way they are accepted into our official family will determine how they will progress. They are growing rapidly during this period of life. They are more likely to be sensitive to criticism than a man only a few years older. This is especially true if the criticism is not supplemented by tactful correction. They usually are not aware that their superiors are also subject to authority. They may feel that direction is purely arbitrary. This means that understanding is essential. Every employee seeks recognition, but the young worker is also searching for answers to some of the big questions of life. The supervisor who realizes this and tries to make the new cadet feel at home will reap the harvest of work inspired by idealism.