

1958

Police Unions

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Recommended Citation

Carl E. Heustis, Police Unions, 48 J. Crim. L. Criminology & Police Sci. 643 (1957-1958)

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BAFFLING EYES OF YOUTH. By *John K. Donahue*. Association Press, New York, 1957 Pp 251. \$3.50.

This is "the \$1,500 award-winning Leadership Book in the Association Press Contest"—and a good choice. It represents a twenty-five year study of the Ramsey Midgets (a gang of delinquents) in Ramsey County, Minnesota, which includes St. Paul.

The experiences described here occurred in the 1930's. The story—a true one—is based upon the author's own diary. His relationship with the boys in the gang was that of a probation officer. They joined with the Y-Gang program which had been created by the Secretary of the Y.M.C.A.—the late Mr. Earl B. Hunting—whom the author describes as the "real hero" of the campaign which is the subject of this volume.

Some critics may be disposed to discredit this book on the ground that it is ancient history—going back, as it does, to the 1930's! They are wrong. Probation and parole agents need a world of ingenuity in the area of human relations, in addition to the preparation which training schools can provide, plus a spirit of disinterested devotion to youth. As long as that is true this book cannot be old.

Evidence of the author's ingenuity is one of the striking features of Mr. Donahue's book—at least that much has deeply impressed this reviewer. Every probation agent in training, and every experienced agent, too, should read it. The exact situations which the author met with these boys may never be duplicated. But there is a similarity among situations which different agents have to meet. Otherwise their profit from attendance at periodic conferences would be reduced.

ROBERT H. GAULT

Evanston, Ill.

GROSSE NERVENÄRZTE (GREAT PSYCHIATRISTS) herausgegeben von *Kurt Kolle*. Verlag von Georg Thieme, Stuttgart 1956, p. 284.

The portraits of eminent criminologists published by this JOURNAL have justly included medical men like Maudsley and Aschaffenburg. Looking at the volume: "Great psychiatrists," edited by Professor Kurt Kolle of Munich, we are again deeply impressed by the part medical science and medical men have played in the evolution of criminology. Charcot of Paris was a strong inspiration to Freud; Kräpelin of Munich devoted his first book to the reform of criminal law, Bleuler (Zürich) wrote three volumes on criminological topics; Bonhöffer

(Berlin) studied the psychoses of captivity and Wagner von Jauregg (Vienna) developed the malaria therapy which has been helpful in showing a way of reforming human behavior by medical means. Philippe Pinel finally was the great innovator of curbing violence by non-restraint, and Bernhard von Gudden (Munich) entered the realm of criminology by becoming the victim of a murderous attack by a famous patient, the king of Bavaria.

Although these twenty-one portraits of varying intrinsic worth are rather selective and many German, French, English and American notabilities could be added. They are a most valuable contribution to our understanding. We do not only perceive how much psychiatry has been helping criminology along. We are likewise presented with an intimate chapter on the psychology of professions, and we see experts of renown watched, judged and even censured by other experts.

HANS VON HENTIG

Toelz, Bavaria

BREAKING PATTERNS OF DEFEAT, By *Richard L. Jenkins, M.D.* J. B. Lippincott Company, 1955.

Those readers who have not encountered Dr. Jenkins' extensive theoretical and research contributions in the fields of mental disorders and criminal behavior will find this text stimulating and provocative. Readers who are familiar with Jenkins' work will find much of this earlier material incorporated in this book. But the latter group will welcome the present discussion, for it is by no means just a disguised collection of earlier statements published elsewhere.

Dr. Jenkins' contributions to Criminology have been two-fold. He has been responsible, in part, for the emergence in recent years of considerable interest in a sophisticated typological approach to crime and delinquency. He has also been associated with some of the most balanced and useful psychiatric insights into the etiology and treatment of criminal behavior. These contributions can be found in a monograph with Lester Hewitt and in a large number of published articles.

The present volume appears to be a sort of stock-taking for Jenkins. That is, in this book he assembles his views regarding various patterns of maladjustment and their background correlates. These patterns of defeat are discussed within the framework of his orientation to normal socialization. Patterns of defeat are defined broadly as

behavior patterns which prevent the person from living up to his full potentialities.

It is not possible in this short space to present a detailed summary of this book. Criminologists will find the discussion of hostility patterns emerging from a background of parental rejection, the pseudo-social pattern of "the budding gangster", and the betrayal pattern of "the budding grifter" most relevant to criminological problems. Other patterns of anxious over-control, submissiveness, withdrawal, and paranoid reactions are also analyzed. In addition, Jenkins gives attention to the problems of adjustment arising out of sexual experiences. Finally, problems of geriatric psychiatry are discussed.

The discussion is not restricted to the description of patterns of defeat. As the title implies, the author is interested, also, in techniques for breaking or modifying these patterns. The strategy of

therapy is woven throughout the text. In addition, a chapter is given over to an analysis of elements of psychotherapy. The reader will find that Jenkins does not give cultish allegiance to one particular view of therapy. He has attempted to show the dynamics of interpersonal relations in the therapy session. In his view, the quality of interaction between patient and therapist is much more important to success than the explanatory theory utilized in therapy. The correctional worker will find that many of these insights may have relevance to the correctional situation.

By comparison to other social science fields, important books in Criminology do not make their appearance very often. This may be regarded as one of those relatively rare books.

DON C. GIBBONS

University of British Columbia

PUBLICATIONS RECEIVED

(Titles listed here are not thereby precluded from later review)

JUSTICE IN PLATO'S REPUBLIC. By *Peter Freeman*. Philosophical Library, 1957. Pp 52. \$2.00

PROGRESS IN THE VALIDATION OF THE GLUECK PREDICTION SCALE (From Nov. 1952 to Dec. 1956.) By *Maude Moss Craig*. New York City Youth Board, 1957. Pp. 52.

MONEY OF THEIR OWN. By *Murray Teigh Bloom*. Scribners, 1957. Pp 302. \$4.50

THE OFFENDERS: THE CASE VS. LEGAL VENGEANCE. By *Giles Playfair and Derrick Sington*. Simon and Schuster, 1957. Pp. 305. \$3.95.

SOCIETY'S STAKE IN MENTAL HEALTH. *Social Science Research Center*. University of Minnesota, 1957. Pp. 73.

MANUALE DI PSICOPATOLOGIA FORENSE. By

Professor Paolo Manunza. Idelson. Naples, 1957. Pp. 328.

THE CRIMINAL, THE JUDGE AND THE PUBLIC. A PSYCHOLOGICAL ANALYSIS. By *Franz Alexander and Hugo Staub*. The Free Press, 1957. Pp. 239. \$4.00

DAS VERBRECHEN UND DIE GESELLSCHAFT. By *Fritz Bauer*. Ernst Reinhardt. Muenchen/Basel, 1957. Pp 266. DM 13.

LES CODES PENAUX EUROPEENS. *Comite De Legislation Et De Droit Internationale* (Two volumes) 1957. Pp. 415 and 598.

ATTORNEY FOR THE DAMNED. By *Arthur Weinberg*, Ed., Foreword, Justice William O. Douglas. Simon and Schuster, 1957. Pp. 552. \$6.50.

POLICE SCIENCE

POLICE UNIONS

CARL E. HEUSTIS

Col. Carl E. Heustis has been Chief of Police in the City of Louisville, Kentucky, since June 1946. In prior years he had risen through the ranks in the Louisville Department to that of Captain and had held commands in the Accident Prevention Section, the Bureau of Records and Identification, Precinct Captain, and Assistant Chief of Police. Col. Heustis presented this paper at the 64th Annual Conference of the International Association of Chiefs of Police during their Honolulu meeting last fall.—EDITOR.

The question of the legality of police unions has come before the courts for judicial determination only in the past twenty years. In this brief period of time, the law on this subject has been quite clear to the effect that police unions, so far as they may exist, do so, subject to the right of the Government to regulate, restrict, or even prohibit them entirely.

For nearly sixty years, the organization of police unions has come to our attention spasmodically. First by the efforts of police officers themselves requesting organization; and so far as can be determined, as far back as 1897, a group of special police in Cleveland petitioned the American Federation of Labor for a charter. At that time the union went on record as being opposed to the police unions on the ground that "it is not within the province of the trade union movement to especially organize policemen, no more than to organize militiamen, as both policemen and militiamen are often controlled by forces inimical to the labor movement".

For a period of years between 1897 and 1919 when police forces sought to petition for charters in organized labor, their applications were rejected by the American Federation of Labor on the basis of its previous ruling. In June 1919, the Federation reversed its opinion and resolved "favoring the organization of City policemen and admitting to membership, all police or peace officers, the same as other city or county employees under Civil Service laws". It was shortly thereafter, in August of 1919, that a Boston policemen's organization, in a controversy with the Mayor over salary increases and improved working conditions, received a union charter. The Police Commissioner of Boston issued an order prohibiting any member

of the force to affiliate with any organization outside the department, except certain specified veteran groups.

Most of us recall results of the Boston police strike. The union voted to strike and following a night of rioting and looting by the public, the militia and the remainder of the Boston police remaining loyal to the Commissioner restored order. But it was four days before the conditions were back to normal. Four persons had lost their lives and theft and damage to store and property owners amounted to nearly one million dollars. Over 1100 striking police were dismissed from their jobs and almost an entirely new force was recruited.

Several presidents have expressed themselves with reference to a strike among police officers. On September 11, 1919, with reference to the Boston strike, President Woodrow Wilson stated in an address at Helena, Montana:

"A strike of the policemen of a great city, leaving that city at the mercy of an army of thugs, is a crime against civilization. In my judgment, the obligation of a policeman is as sacred and direct as the obligation of a soldier. He is a public servant, not a private employee, and the whole honor and safety of the community are in his hands. He has no right to prefer any private advantage to the public safety".

Governor Calvin Coolidge, with reference to the Boston strike, issued his famous remark "There is no right to strike against the public safety by anybody, anywhere, at anytime".

In August of 1937, President Franklin D. Roosevelt, in a letter to the President of the National Federation of Federal Employees, stated:

"All government employees should realize that

the process of collective bargaining, as usually understood, cannot be transplanted into the public service. It has its distinct and insurmountable limitations when applied to public personnel management. The very nature and purposes of government make it impossible for administrative officials to represent fully or to bind the employer in mutual discussions with government employee organizations. The employer is the whole people, who speak by means of laws enacted by their representatives in Congress. Accordingly, administrative officials and employees alike are governed and guided, and in many instances restricted, by laws which establish policies, procedures, or rules in personnel matters.

"Particularly, I want to emphasize my conviction that militant tactics have no place in the functions of any organization of government employees. Upon employees in the Federal service rests the obligation to serve the whole people, whose interests and welfare require orderliness and continuity in the conduct of government activities. This obligation is paramount. Since their own services have to do with the functioning of the government, a strike of public employees manifests nothing less than an intent on their part to prevent or obstruct the operations of government until their demands are satisfied. Such action, looking toward the paralysis of government by those who have sworn to support it, is unthinkable and intolerable".

Great strides toward the professionalization of Police Departments have been made in the last thirty years. Entrance qualifications have improved, disciplinary control has become more rigid, political interference under the spoils system is rapidly disappearing, and it is necessary to continue to improve in these fields if we are to command the dignity of the citizens whom we serve.

By the association with a police union, it is my opinion that we would seriously jeopardize our standards of discipline by objections and interference in these proceedings. For example, in 1945 Louisville had a clandestine union that operated for approximately one year. The union defended a discharged policeman before the Civil Service Board. The union knew and admitted that dismissal was proper, but their sole aim was to have this man reinstated to show the strength of the union, thereby expecting an avalanche of police to join the movement.

It is further the writer's belief that the freedom

now enjoyed from the spoils system, by virtue of protection of Civil Service and Merit systems, would be sacrificed because of the political demands made by unions due to their great influence as voting blocs. For example, in Louisville when the union was organizing the police department, officers were told that if there was any interference by the City administration, a general strike would be called in all industries. Such a procedure, of course, would become a boomerang to any department.

One of the best considered and most widely cited rulings by local law officers is that of the Corporation Counsel of Chicago, delivered in response to an inquiry by the Commissioner of Police of Chicago in 1944. The opinion pointed out the lack of statutory law and judicial decision on the question of the right of public employees to organize. It sought to answer this question on the basis of related cases and the application of fundamental principles. It observed that the same compelling necessity for private employees to organize did not exist as to public employees, because such objectives of unions as security of tenure and seniority were provided by civil service laws, pensions and annuity plans were provided by statute, salaries could be adjusted through public hearings on appropriation ordinances, and vacations with pay and sick leaves were customary incidents of public employment. It considered specifically the peculiar status of police officers among public employees and the quasi-military character of a police force as set forth in *Coane v. Geary* (1939) 298 Ill. App. 199, as follows:

"A police force is peculiar, sui generis, you may say, in its formation and in its relation to the city government. It is practically an organized force resembling in many respects a military force, organized under the laws of the United States and equally as important as to the functions it is required to perform.

"It is not an ordinary branch of the executive government . . . it is a department which requires that the members of it shall surrender their individual opinion and power to act, and submit to that of a controlling head just as much as the common soldier must surrender his own opinion and power of action to that of his commanding officer. And there is the same necessity of discipline—of regulation existing in the police department that exists in regard to the military department. Strict discipline must be enforced, and it must be enforced in a manner that is effective and