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Paul M. Whisenand

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EQUIPPING MEN FOR PROFESSIONAL DEVELOPMENT IN THE POLICE SERVICE: THE FEDERAL LAW ENFORCEMENT ASSISTANCE ACT OF 1965.

PAUL M. WHISENAND

The author is an Assistant Professor of Police Science at California State College at Long Beach California. From 1964 to 1965 he was the Interim Director of the Delinquency Control Institute. He is currently completing requirements for his doctorate at the University of Southern California.
—EDITOR.

Those involved in the administration of law enforcement agencies are witnessing a renewed and intensified concern for the training of personnel. It is assuredly a favorable time to take stock of the variety of efforts being made, in and out of the police service, to develop law enforcement officers for their expanding role in our complex society. The persistent growth in police agencies, the increasing competition between all levels of government for talent, the offering by colleges and universities of training—pre-entry and post-entry—for the police service, the recent interest by the Federal Government in subsidizing the training of police officers through the passage of the LEA (Law Enforcement Assistance Act of 1965), all serve to make 1966 an opportune time for stock taking.

The need is for joint re-evaluation by police executives and government training officials, on the one hand, and by university deans and faculties, on the other. We are in need of a re-analysis of what a police officer does and, therefore, of the value of the in-service agency training and the pre-entry and post-entry university training.

This article advocates such a re-evaluation. It hopefully provides a stimulus to those in law enforcement and in the colleges and universities for they have a prime stake in the development of a professionally competent police officer. Professor William P. Brown recently lent support to this thinking when he wrote that funds should be made available for the encouragement of police-academic interrelationships.¹ It is argued here that the new training programs which will be derived from such a joint effort *must be designed to fit the progressive levels of understanding required as the police officer moves upward along his career path.* In other words,

professional growth is dependent on a developmental training program.

“LEA”

President Johnson's message to this country on “Law Enforcement and the Administration of Criminal Justice” contained as its key component a proposed Law Enforcement Assistance Act of 1965.² In this message he states that the principal law enforcement responsibility remains with the state and local governments. He goes on to describe the large and growing burdens that state and local law enforcement agencies are now experiencing in the fulfillment of their police function. Additional training and technical assistance from the Federal Government is recommended as a primary means to lessening their burden. In recognition of this need, Congress has been requested to act on the LEA both favorably and rapidly.

The LEA legislation can, in addition to its primary purpose, produce a very useful by-product. This Act is basically designed to augment present training programs for local and state law enforcement personnel. It seeks to bolster the quality of police personnel through the granting of Federal funds to relevant public or private nonprofit organizations for the establishment of professional training programs. Also, the LEA will provide grants to nonprofit organizations for projects and research designed to develop new knowledge regarding law enforcement organization, operations, and the prevention or control of crime. The secondary value seen in this Act is its support of the development of new police training concepts and methods. Since it appears likely that the concept of police training and education will be

¹ WILLIAM P. BROWN, “The Police and the Academic World,” *THE POLICE CHIEF*, XXXII, No. 5 (May, 1965), pp. 8-12.

² Letter received from Fred M. Vinson, Jr., Assistant Attorney General, U. S. Department of Justice, Washington, D.C., July 28, 1965.

soon subjected to re-evaluation, an effort will now be made to forecast some of the possible changes that may occur in the area of police training.

A TRAINING PHILOSOPHY?

In the literature related to training in public organizations, much is written about training programs, but little attention is paid to a training philosophy.³ In nearly every case, an organization possesses an attitude towards training approaches and programs. An attempt to discern the training philosophy of an organization requires a knowledge of the total philosophy of a particular organization. Hence, the only place to turn for making an appropriate examination is to a specific training program operating in a specific organization. Rather than tackle the complex considerations included in the determination of an overall police training philosophy, a sense of conceptual direction will be reviewed for those police administrators interested in acquiring a comprehensive developmental training program.

Training for the police service, in and out of the department, during the recent decades has tended to focus on training in operational techniques. In other words, police training is usually limited to the substantive field in which the officers work. Granted, this type of training is vital to police personnel, and organizational effectiveness. However, it should be viewed as but one type of training in the professional life span of a police officer. At this point, an early essay merits attention. In his writing, Henri Fayol contributed two interrelated and generally accepted ideas.⁴ First, that effective performance in any position requires a combination of abilities. Second, as an individual progresses upward in the hierarchy of an organization the combination of abilities required varies markedly. To better understand these ideas, visualize the responsibilities of a patrolman vis-a-vis the chief of the department. Both individuals need a vast comprehension of substantive patrol operations. But the requisite understandings of the police chief necessarily go beyond substantive knowledge and concentrate on the creation of departmental policies and programs for the movement of the organization in terms of its primary mission. Obviously the type or "mix" of requisite under-

standings within the substantive category varies according to the professional level. It is evident that the type of substantive knowledge possessed by the patrolman is decidedly different from that possessed by his supervisor. And it follows that the supervisors substantive knowledge is different from that of the chief of police. The amount of substantive knowledge remains constant regardless of the departmental level while the mix of understandings changes concomitant with the operational demands as manifested by each level.

CAREER DEVELOPMENT

There is today a growing trend which emphasizes training as the most effective means to personnel development.⁵ Training in law enforcement is now coming of age.⁶ It is being considered as an integral part, rather than a burdensome appendage, of police organization. Training is an effort to induce necessary change, and those involved in the process can be described as change agents.⁷ The change capacity of an organization determines its societal viability. The police organization that is adaptive⁸ to the environmental forces that impinge upon it not only assists itself in successfully accomplishing its goals but, more importantly, insures itself of survival in a highly complex and rapidly changing social milieu.

The police organization can be divided into four

⁵ PFIFFNER AND FELS, *Op. Cit.* Supra Note 3. See in particular Section IV "Training for Development", pp. 203-272.

⁶ For evidence concerning this movement see the following: CHARLES E. GRANT, *POLICE SCIENCE PROGRAMS IN AMERICAN UNIVERSITIES—COLLEGES—JUNIOR COLLEGES* (Washington: International Association of Chiefs of Police, 1965); JOHN P. KENNEY, *THE CALIFORNIA POLICE* (Springfield, Ill.: Charles C Thomas Publishers, 1964); GENE S. MUEHLEISEN, "Standards and Training for Peace Officers," *F.B.I. LAW ENFORCEMENT BULLETIN*, XXXIV, No. 3 (March, 1965), pp. 11-15.

⁷ An excellent discussion of the critical need for adaptive organizations is provided by: WARREN BENNIS, "Beyond Bureaucracy," *TRANS-ACTION*, II, No. 5 (July-August, 1965), pp. 31-35.

⁸ The concept of organizational change is the primary theme of the following works: RONALD LIPPETT, JEAN WATSON, AND BRUCE WESLEY, *THE DYNAMICS OF PLANNED CHANGE* (New York: Harcourt, Brace, & World, Inc., 1958); WARREN BENNIS, KENNETH D. BRUCE, AND ROBERT CHIN (eds.), *THE PLANNING OF CHANGE* (New York: Holt, Rinehart & Winston, Inc., 1961); ELI GINSBERG AND EWING W. REILLEY, *EFFECTING CHANGE IN LARGE ORGANIZATIONS* (New York: Columbia University Press, 1957); GARTH JONES AND ASLAM NIAZ, "Strategies and Tactics of Planned Organizational Change: A Scheme of Working Concepts," *PHILLIPINE JOURNAL OF PUBLIC ADMINISTRATION*, VIII, No. 4 (October, 1963), pp. 275-285.

³ JOHN M. PFIFFNER AND MARSHALL FELS, *THE SUPERVISION OF PERSONNEL* (Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1964), p. 210.

⁴ HENRI FAYOL, *GENERAL AND INDUSTRIAL MANAGEMENT* (Sir Isaac Pitman & Sons Ltd., 1949), pp. 7-13.

professional levels for the purpose of categorizing the various kinds of requisite understandings. Remember, each higher level in the hierarchy subsumes that knowledge required by the level below it. And, while the amount of knowledge does not change, the combination of understandings does. The beginning or first professional level is comprised of police officers who are in the process of acquiring a total knowledge of their substantive area. This pertains to the patrolman as well as the plainclothes investigator. In other words, what is commonly referred to as the line employee is within the first level. The second professional level contains your first line police supervisor most who usually holds the rank of sergeant. For the police officer in the first level who has acquired a firm grasp of the substantive field there is an important skill he must begin to learn before he will rise to this second echelon. It is the skill of leading others in achieving an organizational end, that is, the skill of work direction. This skill involves the understanding of face-to-face human relations at two levels—relations with subordinates and relations with equals and superiors. The perceptive police supervisors will be quick to recognize that their success depends on them focusing their primary attention on the human aspects of their subordinates' problems and on endeavoring to build effective work groups with high performance goals.⁹ The third pyramidal level is synonymous with what we often refer to as middle management. To those skills that the employee has developed through his activities within two professional levels, he now must add even more difficult skills to his career knowledge. Fundamental for an effective performance of the middle management functions is knowledge of the basic concepts of management, organization, and administration, as well as knowledge of the concepts related to the professional or vocational duties and responsibilities. Also, the middle manager, which can be thought of as a police lieutenant or captain, needs to learn about other functions of the department and related government agencies. This is best accomplished by becoming involved in their various activities. There is much he can learn by reading, but there is equally as much he must learn by participating in the work. Finally, the middle manager is compelled to increase his knowledge about the environmental realm within which his

department operates. This will keep him attuned to social reality, and, therefore, assist in the identification of concrete premises upon which to formulate his administrative decisions.

The chief of police and deputy chiefs comprise the top professional level in a police department. It is at this level that an executive first realizes that he bears, and bears alone, the ultimate and whole responsibility for the department or bureau he heads. The dimensions of most public executive positions have changed markedly from that required in the 1930's.¹⁰ Urbanization has seen to it that the numbers for whose work they are responsible has grown by leaps and bounds. Modern specialized skills and complex technologies have greatly increased, thus making the coordinative and integrative role of the police executive a Herculean feat. Lastly, the "police functions" and "police goals" are both multiplying and constantly changing in accordance with societal needs. While adapting to the above pressures, on the one hand, he must, on the other hand, steer his department by the application of correct policies and programs.

Basically, there are two approaches to post-entry organizational training. These are the group and the individual approaches. Each professional level should be provided with a training program utilizing different combinations and techniques of the group and individual approaches. The individual approach includes such training techniques as: on-the-job-training; coaching, counseling; job rotation; tuition refund; directed study. Some of the techniques employed by the group approach are: lecture; discussion; case study; role playing; incident process; risk technique; brainstorming; sensitivity training; simulation exercises.

Pre-entry training and education is usually acquired through an academic program undertaken on the employees' own initiative. It is recognized that many concepts can best be gained in a formal academic setting. However, it is becoming increasingly clear that much of the education, and certainly the majority of the vocational training, of the future policeman will occur after he is at work on a department. Pre-work education, even in the broad field of law enforcement specialization, is stressing more and more the general principles of police administration and operations, and less and

⁹ RENSIS LIKERT, *NEW PATTERNS OF MANAGEMENT* (New York: McGraw-Hill Book Co., Inc., 1961), p. 7.

¹⁰ JOHN J. CORSON, "Equipping Men for Career Growth in the Public Service," *PUBLIC ADMINISTRATION REVIEW*, XXIII, No. 1 (March, 1963), p. 7.

less the unique and specific facts that are experiencing constant change due to new findings.

A DEVELOPMENTAL TRAINING PROGRAM

The intent of this section is to indicate broad guidelines for the construction of an integrated and multi-level training program. Specific recommendations must wait for a later time. As previously stated, each level, due to the mix of requisite understandings needed, will require a custom-fitted combination of group and individual training approaches. Time, budget, employees, and the ecology of the department will decide the appropriate combination. It appears that as one progresses upward in the organization the amount of individual training should increase along with a commensurate decrease in group training. As far as the first professional level is concerned, the police officer should have received the basic academic training before joining the department. Once he is a member of the department, in-service training should occur prior to field assignment. This training is geared to give the officer a sound foundation in substantive police information. Such group techniques may prove to be useful¹¹: classroom lecture, 60%; directed discussions, 10%; simulation exercises, 10%; case studies, 5%; sensitivity training, 5%. Of the individual techniques cited, it appears that on-the-job-training (10%) has the greatest utility.

The second professional level, hopefully, will require some external academic training. The first-line supervisor should receive advanced specialized training in supervision and the substantive police field prior to appointment. This type of training should normally be provided on departmental time. The group techniques to be considered are: classroom lecture, 40%; directed discussions, 10%; simulation exercises, 10%; case studies, 10%; sensitivity training, 5%. The individual techniques might well include: on-the-job-training, 15%; intradepartmental job rotation, 10%. The third level, which is core middle management training, is based on the axiom, "that no single program of experience, of training, or of academic education will suffice to improve the performance of middle management training."¹² Appropriate group tech-

¹¹ The percentages indicate the approximate amount of the total training program that should be allotted to that particular technique.

¹² TASK FORCE REPORT TO GOVERNOR'S COMMITTEE ON PERSONNEL AND TRAINING: MIDDLE MANAGEMENT TRAINING (Sacramento: California Department of Justice, 1965), p. 1.

niques are: lectures (not necessarily of the classroom variety), 20%; non-directive discussions, 10%; simulation exercises, 10%; case studies, 10%; sensitivity training, 5%. Individual techniques are: on-the-job-training, 15%; intra-departmental job rotation, 15%; interdepartmental job rotation, 15%. At this point, formal academic training should be mandatory.

The fourth or executive level of training revolves around the concept of planned experience. It is at this level we find the majority of effort going into a rather informal and individualized training program. Group techniques involved are: lectures, 10%; non-directive discussions, 20%; case studies, 20%. The individual techniques which seem pertinent are: interdepartmental rotation, 20%; academic training as a part of work, 30%. Relative to all of the techniques listed, O. Glenn Stahl recently predicted that in the near future at least one-quarter of the time that a person spends in a professional or managerial career will be devoted to formal training—whether provided directly by the agency or in facilities away from the job.¹³

CONCLUSIONS

Training and development programs at the first and second professional levels have been accepted as necessary elements of police management, and there is steady growth in the number and apparent quality of such programs.¹⁴ New lines of progress must be begun, however, in the never-ending effort to develop upper echelon police professions and executives. The entire concept of police training may soon be subjected to re-evaluation due to such legislation as the Law Enforcement Assistance Act of 1965, and the joint efforts of responsible police executives and the colleges.

The needs of the police officer are just now beginning to be viewed in terms of his total career. It is recognized that as the officer moves upward in the department he experiences a demand for differing requisite understandings. Each professional level requires a new combination of skills and

¹³ Letter received from O. Glenn Stahl, "Challenges to Personnel", A message from Dr. Stahl as the incoming President of the Public Personnel Association, Chicago, Illinois, January, 1965.

¹⁴ Further evidence of the nation-wide growth in police training is documented in the article, "State, Training Legislation in the United States," THE POLICE CHIEF, XXXII, No. 8 (August, 1965), pp. 9-19. It reports preliminary findings which indicate that there are twenty-one state-wide laws dealing with minimum standards for police selection and training.

knowledge for the fulfillment of its tasks. Therefore, it seems important that each level be provided with a training program that is tailored to impart relevant skills and, at the same time, equip men for career growth in the police service. In respect to the career officer, professional training programs, whether offered by government or academic institutions, should be made available to all levels in the department. In summation, the police training program of the future should be conceived and designed as an integral element of career de-

velopment for meshing with the stages in each policeman's career.

Author's Note: Since the completion of this article, President Johnson signed on September 22, 1965, the Law Enforcement Assistance Act of 1965. At that time he related that the LEA will make funds available immediately to aid communities in training personnel and adopting techniques to combat crime. Soon thereafter, an appropriation of \$7.1 million dollars was quickly approved by the U.S. Congress.