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A CAREER CONCEPT FOR POLICE*

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EDITOR.

The future of the police service in America will be determined, not by technological advances, but by the character of its leaders and the strength and quality of the ideas it advances and supports. Many years ago, the Hoover Commission concluded that "we cannot entrust the government of today to second-rate men and women". The challenge of police service and the management of the police enterprise are great enough to challenge and test the skills, intellects, and competence of educated individuals and to give them great personal and professional satisfaction. Yet, the compensation, promotional opportunities, and recruitment practices of most police departments are unequal to the task of obtaining and retaining the required number and caliber of administrative, professional, and technical personnel.

American society places a premium on educational attainment that is without parallel in the world, and its public education system is supported nationwide. Young men and women have been encouraged to complete high school and continue their education beyond this level. The community college movement, which has developed so rapidly in recent years, has brought higher education within the reach of almost every family who wishes to take advantage of it.

This program of educational opportunity has served to upgrade the educational level of our society and to create a highly-skilled and knowledgeable labor force. The educational level in the United States rose from 9.1 in 1940 to 12.3 in 1968.¹ The average educational level of all urban residents

is thirteen years. A report published in 1968 by the Detroit Regional Transportation and Land Use Committee indicates that an increasing number of citizens are taking advantage of the opportunities for higher education. It indicates that approximately 48% of the heads of households in one suburban community have completed high school; of this number, about 22% are college graduates or have college-level training. One can assume that the children of these families will surpass the educational attainment of their fathers and mothers.

All these factors have an impact on recruiting practices in all private organizations. Police departments are competing for the same talent in the American labor market, and they have not been obtaining their share of educated persons from the American labor pool.

The task force report of the President's Crime Commission, "The Police", states, "The quality of police service will not significantly improve until higher educational requirements are established for its personnel. . . . The complexity of the police task is as great as that of any other profession. The performance of this task requires more than physical prowess and common sense".

The President's Crime Commission and the International Association of Chiefs of Police support the objective of requiring a baccalaureate degree for police personnel with general enforcement powers and suggest that the minimum requirement for advancement to supervisory and executive positions also be the baccalaureate degree. They also urge that those holding these positions continue to study for advanced degrees.

Most police departments require only a high school diploma (or its equivalent) as the educational qualification for entrance and promotion. This minimal educational requirement satisfies

*The major part of this plan was developed for a community under a model cities project in 1968 and is now under consideration by that community.

¹ MACK, EDWARD J. "The Prospects for Higher Education in Upgrading the Law Enforcement System", Memo to Task Force on Criminal Justice Education, January 7, 1970, p. 5.

the great majority of the municipalities in the nation. However, it is encouraging to note that an increasing number of cities in recent years have been upgrading their requirements to a minimum of two years of college for candidates seeking their initial appointment. Berkeley and San Jose are two California cities that have this requirement, while an excess of 30 other California cities require a combination of education and experience that equates with two years of college-level work. The great majority of police officers in California (about 99%) must have six units of college work at the time of employment or they must complete six college units within 24 months after employment to be retained. A few communities, such as Ventura, California, Multnomah County, Oregon, and Lakewood, Colorado require the baccalaureate degree. In Michigan, Flint, Oak Park, Pontiac, and the Department of Public Safety at Michigan State University require a minimum of two years of college. To advance to supervisory levels, an M.S.U. officer must have earned the baccalaureate degree. Other communities which require two years of college are Daytona Beach, Florida and Hennepin County Sheriff's Department, Minnesota. Federal law enforcement agencies have been employing college graduates for years; the most notable of these agencies is the Federal Bureau of Investigation.

The purpose of the classification plan to be here proposed is to create additional opportunities for the able young police officer, to develop a reward system for outstanding officers who perform at operational levels of the department, to distinguish between field personnel and those who aspire to management positions, and to identify and develop the potential leaders in a department. The essential elements of the plan are as follows:

1. Establish higher educational requirements for appointment and advancement to supervisory, management, and executive positions.
2. Provide an adequate reward system for field personnel who do not wish to pursue supervisory or command positions, but whose performance is exceptional.
3. Establish a classification system within grades accompanied by appropriate salary increases for advancement within each grade.
4. Establish new titles for personnel with investigative, supervisory, and command authority.
5. Create a nucleus of highly-skilled investigators with sufficient personnel temporarily

assigned from the uniform division to assist with investigations.

The following comments explain in greater detail each element of this plan:

1. *Establish higher education requirements.* The minimum educational qualifications for candidates who seek employment with a municipal police department should be the Associate in Arts degree or the successful completion of two years of college-level work in liberal arts or the social sciences. At least 90 term credits or 60 semester credits must be completed with a grade-point average of 2.0 (or the equivalent of a "C" average in any other system of grading). To initiate the Associate in Arts degree as the basic educational requirement for entrance recognizes that the great majority of municipal and state police agencies still require a high school degree or its equivalent for candidates who apply for employment. Therefore, this recommendation is transitional in order to accommodate those who may be adversely affected by this requirement and therefore represents the initial step of the upgrading process proposed.

After an appropriate period of adjustment, the entrance requirement should be changed to the baccalaureate degree. A suggested time schedule is five years after the adoption of the two-year college requirement.

The minimum educational requirement for appointment to any supervisory or command position in the department should also be the baccalaureate degree. If a department did not wish to establish the B.A. degree requirement for these positions of responsibility immediately, it could consider a transitional period so that this requirement would take effect at some future date; twenty-four months is suggested. This procedure would alert all personnel to the change taking place and would enable individuals to make the necessary preparations to compete for advancement, if their career objectives were to advance to a managerial level.

When any department is considering acting appointments to supervisory or command positions the following criteria should be applied.

- a. Candidates should have completed a recognized basic police training program since their appointment to the department. This training should be the minimum of 400 hours recommended by the President's Commission on Law Enforcement and Administration of Justice in its report dated February, 1967.

- b. They should have completed an appropriate and recognized supervisors' or command officers' course whose focus is on leadership and management concepts.
- c. Personnel appointed to acting positions at management levels and who wish to be considered for permanent appointments should agree to enroll in institutions of higher learning and successfully complete the baccalaureate degree. A reasonable, yet limited, period of time should be established to meet this educational requirement. If a person fails to meet this standard within the specified period of time, he should be returned to his former rank. A written agreement to this requirement should be made prior to the appointment.
- d. Officers who have more than twelve years of service should not be eligible for appointment to initial supervisory positions.
- e. Officers who have more than fifteen years of service should not be eligible for appointment to command positions.
- f. Candidates must have a baccalaureate degree or a graduate degree to be eligible for appointment to administrative and executive positions.

It may be necessary to adjust the levels of experience suggested in "d" and "e" above, depending on the number of personnel who may qualify under the criteria recommended.

Under item "f" above, it may be necessary to consider a lateral entry program at these levels, when personnel in the department are not qualified or may not wish to apply for these positions. This consideration may depend on the eventual adoption of uniform retirement benefits.

2. & 3. Provide an adequate reward system for personnel who wish to remain in field assignments and establish a classification system for persons in this category. Establish new salary schedules for candidates with college-level experience.

In general, entrance salaries for police officers are attractive, especially in metropolitan areas, but the police service does not provide a satisfactory range of grades within rank to attract more potentially competent candidates. Neither does it provide promotional opportunities and increased rewards for outstanding performance as patrolmen or investigators. The highly-competent and dedicated field officer must consider leaving a field assignment to become a supervisor, if he

wishes to improve his financial position. The qualities necessary to perform effectively in the field or in investigative assignments are not necessarily compatible with the qualities required of management personnel. Generally, an assignment to field work as a uniformed officer or an investigator is a dead-end career from the very beginning for a vast majority of men entering the police service. Other professions and vocations provide rewards for outstanding performance within rank, as does the FBI, among law enforcement agencies. This principle should be applied within the municipal police service. The failure to do so has created an imbalance in the ratio of policemen to supervisors or managers in some police departments and rewards men with long years of service at operational levels at the expense of sound administrative or management criteria.

The classification plan recommended is a four-step rating system for officers whose initial appointment is at the lowest rating. For example:

Protective Services Officer	rating	#1
"	"	" #2
"	"	" #3
"	"	" #4

Each rating would have its own salary range: from the starting salary of the newly-employed officer with two years of college to the maximum salary established for an officer having command responsibility, (a lieutenant of police in police departments, for example). Thus, if a protective services officer met all of the criteria established for PSO #1, he could achieve a salary level comparable to that of an officer with command responsibility.

This plan allows for advancements in grade and responsibility based on performance, technical knowledge, type of assignment, and degree of responsibility important to the basic operation of the police department. In order to attract candidates who have more than two years of college, appointments at a specific salary level could be made according to the number of credits earned beyond two years of college.

Candidates with baccalaureate degrees could be considered for appointment at the salary level established for a PSO #3, as should officers who are continuing their education. When all personnel in the department have obtained the baccalaureate degree, this entire procedure should be reviewed and adjustments made if necessary or desired.

The principle established by paying candidates a higher starting salary for more than two years of college recognizes that greater qualifications demand differential reimbursements. This concept has been implemented by the U.S. Civil Service Commission and several police departments. For example, in Arlington County, Virginia, the starting salary is \$7342 for a candidate with a high school diploma. Premium pay of 2% of this base salary is awarded for every 15 semester hours of acceptable college credit, up to 18% for the baccalaureate degree. An additional 5% is awarded for the master's degree.

The four ratings described can be adjusted to five or six ratings, if necessary, to create a greater range of classifications for assignments for generalists and specialists. Alternatively, ratings such as #5 and #6 could be utilized for police cadets or other types of trainees.

Proficiency levels to qualify as PSO #4 would be those for a police generalist, who would provide general patrol services, answer dispatch calls for service, and assume responsibilities for the general control, correction, and regulation of vehicular and pedestrian traffic in the community. In other words, he would have acquired what are generally considered minimal police skills. To advance beyond this rating, an officer would have to complete additional college-level work and certain training courses to acquire greater skill in preliminary investigation and limited follow-up investigation procedures and the preparation of comprehensive reports. He would also be able to perform what could be considered highly-skilled uniform assignments and, perhaps, some minimal undercover investigation in vice and gambling. Upon completing the training suggested and obtaining the rating, he would receive an increase in salary. For example, this rating could be called "3"; subsequent ratings could be classed as "2" and, finally, "1", which would represent the highest rating. To achieve the "1" rating, an officer would be required to have a baccalaureate degree and would be expected to attain this level within a certain number of years; he would thus have a high degree of technical skill and could conduct major investigations, including highly-skilled specialized investigative activities, or could perform tasks in the uniform service so effectively the officer would be considered an outstanding performer and be favorably considered for advancement to this rating. These

tasks might include his ability to respond in an outstanding manner to his broad daily responsibilities in the community, his relationship with elements of the community, his performance in relating to youth or adult problems, his performance in traffic safety activities, or, in addition to these, his ability and willingness to engage in extra-curricular activities, such as the control or prevention of crime, that depart from traditional practices. Obviously, this record would be established over a period of several years' service. A program of this kind would necessitate a carefully-developed system of evaluating each officer's performance, initiative, resourcefulness, and willingness to contribute in a meaningful and professional way to the basic objectives of the police department, namely, to prevent and to control crime.

Some of the personnel would probably not be willing to make the necessary personal and professional commitment to achieve the highest two ratings. Thus, these men would remain at the salary level accorded a #3 rating, which would represent adequate rewards for those satisfied with a minimal role in the police service. The number of PSO #1 and #2 ratings to be established would depend on the size of the department and the magnitude of the total responsibilities of the department with regard to the prevention and control of crime and the type of service the department renders to the community.

Officers who desire to apply for management positions would become eligible to take the examinations offered for the position of inspector, first level of supervision, when they have achieved the "2" and "3" categories. An alternative consideration would be to allow the officers in the "2" and "3" categories to be eligible to apply for the examinations for the rank of inspector and of commander, second level of supervision. In other words, permitting an officer, if his performance is outstanding and he is highly regarded by the other members of the department, to skip the rank of inspector and become eligible for advancement to the rank of commander creates an even greater incentive for the officer who has superior abilities. Essentially, this plan establishes technical ranks for policemen at the patrolman level, provides opportunities for them to be financially rewarded, according to the levels of proficiency they achieve, and relates their proficiency and years of service to educational attainment. This

plan also requires enhanced performance by the officer and better preparation for his responsibilities through advanced study. In addition, it would require that relatively early in his career he decide whether or not he wants to continue as a highly-skilled patrolman or investigator or to seek management-level positions. If he seeks the latter, he would have to improve his educational and training background.

To summarize, the plan would:

- a. Permit an officer to consider a career as a uniformed patrolman or investigator with salary potentials equivalent to those of an officer with command responsibilities.
- b. Provide increased rewards within grades for officers who wish to specialize in technical or generalist positions, rather than management responsibilities.
- c. Create career opportunities for all personnel with an option of their choice.
- d. Create a climate of opportunity for prospective candidates and active personnel.
- e. Establish precise educational qualifications, other than years of service and experience, for middle management and executive-level positions.
- f. Recognize education, training, and demonstrated performance as important elements of a personnel program.
- g. Possibly encourage, through the reward system established for officers, a lateral entry program at command and administrative levels of the department.

An example of how the typical classification plan and the proposed plan would apply to a police department with six different classifications of rank and how salaries differ is illustrated in table 1.

Assume that uniform and gun allowances totaling \$500 annually are allowed for all uniformed personnel and detectives. Other fringe benefits, such as longevity pay and paid holidays, also add to the total income of each officer.

The PSO grade with four rates would replace the grades of patrolman, corporal, and detective. Any police officer performing clerical or mechanical tasks should be replaced by civilian employees.

Specifications for each classification of PSO that delineate the general and specific responsibilities for each position would be prepared by police departments considering this plan. The number of

TABLE 1

A TYPICAL POLICE DEPARTMENT

<i>Patrolman</i>	<i>Salary Schedule</i>
6 mos.	\$ 9,000
1 year	9,500
2 years	10,000
3 years	10,500
<i>Corporal</i>	
1st 6 mos.	10,800
1 year	11,200
<i>Sergeant</i>	
1st year	11,500
Maximum	12,200
<i>Lieutenant</i>	
1st year	12,800
Maximum	13,500
<i>Captain</i>	
1st year	14,200
Maximum	15,200
<i>Chief</i>	
1st year	16,000
Maximum	19,200

grades to be authorized should be determined only after a careful study of the workload of the uniform division and the detective bureau.

Utilizing the salary schedule of a typical police department's rank structure as above, table 2 reflects the salaries to be achieved between the first and twentieth year of service for a protective services officer under the above plan.

Obviously, these figures have been developed merely to illustrate the application of this plan. Any police department's schedule of salaries can be applied in a similar fashion.

A limited number of #1 and #2 ratings should be established and retained for personnel who meet the criteria for these positions. Until these positions are filled, personnel would be retained at the PSO #3 level. As they met the criteria for advancement and vacancies exist, they would be appointed to ratings #1 and #2.

To achieve ratings of PSO #1 and #2, an officer would be required to:

- a. Initially complete three years of college and complete study for the baccalaureate degree within two years, or have earned the degree.
- b. Have experience as a police generalist or an investigator and achieve an outstanding service rating (in the upper five per cent of the department). A police generalist (uniformed officer) must serve an assignment as an investigator for at least one year.

TABLE 2
PROPOSED CAREER PLAN

	1st year	2nd year	3rd year	3 to 10 years	6 to 20 years
PSO 4	\$9,000	\$ 9,500 10,000	\$10,500	\$10,500 to 11,500 1. 10,800 2. 11,100 3. 11,500	\$11,500 to 13,200 1. 12,000 2. 12,500 3. 13,200
PSO 3 PSO 2					
PSO 1					

c. Achieve distinction in the department through additional study (a master's degree or Ph.D.) and have an outstanding record of performance, i.e., productivity, excellent relations with public, special studies or surveys for the department, or creative and imaginative suggestions that have been adopted by the department or by other law enforcement agencies, etc.

Any department considering this plan undoubtedly has a nucleus of investigators who have demonstrated their competence over a period of years and, therefore, would be considered outstanding performers. Although these men may not have the qualifications established for these ratings, they should be considered for ratings #1 and #2, (dependent upon a number of factors); i.e., their degree of competence, years of service, time in grade as a detective, years remaining in police service, state of health, etc. Thus, some, if not all, of these men will be rewarded under the proposed salary schedule, while others may achieve rewards as they meet the qualifications to advance in rating. In any event, before other men are considered for these positions and ratings, they must meet all the standards established; therefore, a date established for the implementation of this phase of the program must be fixed to permit all personnel to understand under what conditions and time schedule they may seek consideration for these ratings.

PSOs #1, #2, and #3 should be eligible to compete for supervisory or command positions after two years of service, assuming that they have met all the qualifications. They may compete for the position of either inspector or commander

whenever a vacancy occurs. When an officer has completed twelve years of service, he should no longer be eligible to compete through examination for a supervisory or command position.

It should be noted that the potential salary range for PSOs under the plan is \$9,000 to \$13,200. These figures are base salaries and do not include fringe benefits. Under this plan, the salary range beyond the entrance salary is 46.4%; under the traditional salary schedule, it is 24.4%. The percentage of difference should be widened by making minimal upward adjustments in the starting salary while making maximum adjustments in the upper range. The greatest rewards should accrue to those men who have performed in an outstanding manner.

4. *Establish new titles for personnel with investigative, supervisory, and command authority in order to create greater compatibility with its civilian responsibility.* Eliminate the titles of detective and all supervisory ranks in the detective bureau and assign the ratings PSO #1 and #2 to all personnel with investigative responsibilities. Implicit in this recommendation is the assignment of all investigative responsibility to the field unit of the police department. Investigation is an operational and field responsibility and should be discharged under the general supervision of the commander in charge of all field units to permit the coordination and support necessary between investigators and uniformed personnel. This plan would facilitate the assignment of uniformed personnel to temporary investigative duty to acquire training and experience and to determine aptitude for this type of work. Also, it would facilitate the general distribution and deployment

of personnel in the most important function of any police department—its field operation, such as transfer of investigator to uniform work without the loss of pay or status. At present, this type of transfer is extremely difficult, if not impossible, without creating great turbulence among personnel.

Many police departments identify all personnel between the ranks of patrolman and chief by title, such as corporal, sergeant, lieutenant, and captain. These titles, in general, are derived from the military service and denote military ranks. They identify the police department more closely with the military service than with its primarily-civilian function and responsibility. Therefore, these titles should be discontinued and replaced with the titles "inspector" and "commander". The inspector would be responsible for initial supervision of the field units of the police department and would replace the ranks of corporal and sergeant of police. The commander would replace the ranks of lieutenant and captain. Additional ratings within the grade of commander may be established, if the responsibilities of lieutenant and captain differ substantially. The commander of the uniform division should be considered the most important field officer in the department. The uniform division should have the majority of field personnel assigned to it because it represents the most significant activity of a police department. All other activities of the police department act to support the uniform division.

5. *Create a small nucleus of highly-skilled investigators to be augmented by uniformed personnel on an assignment basis.* Personnel assigned to the uniform division represent its field force and perform the most important work in the department. Theoretically, if the uniform division could perform its responsibilities at 100% efficiency, there would be little need for other operational units in a police department. Whatever other activities of a department are necessary they must support the activities of field personnel: Investigative activities and housekeeping chores, such as records, training, and other administrative activities. In any police department, the investigative activity must be an important responsibility of the uniform personnel. Extensive follow-up investigative work is often unnecessary if the uniform personnel discharge their preliminary investigative responsibility quickly and effectively. Sometimes crimes are solved as a result of diligent

and thorough preliminary work. However, a department must be trained to perform this activity and be prepared to delineate the extent of the preliminary investigative responsibility assigned to uniformed personnel. Preliminary investigation requires great understanding and coordination between personnel with uniform and investigative responsibilities. Coordination can be more effective and a team effort developed if both activities operate under the general supervision of the commander of the uniform division.

This arrangement also permits the field commander greater flexibility in the deployment of his personnel. A nucleus of personnel can usually perform the major share of the investigative responsibility of a police department. The number of personnel needed should be determined and stabilized. Additional personnel from the uniform division should be assigned on a temporary and rotating basis to augment the investigative unit and achieve its authorized strength. Uniformed personnel should be assigned for a minimum of six months and a maximum of two years. This program has numerous benefits. It establishes the rapport necessary between personnel having these assignments; it is an excellent training vehicle; it gives uniformed personnel insights to investigative work not otherwise obtained; it helps identify those with an aptitude for this work; it affords relief from the routine of general patrol; it helps to improve the team effort in the department; and, perhaps more important than any other factor, it enables uniformed personnel to become better police officers.

The plan proposed will create the incentives necessary to attract the most able young men in our society to the police service. It provides generous rewards for those who are effective and who offer continuing loyal and outstanding service to the department. Also, it provides greater opportunities early in the careers of young men who aspire to supervisory and executive positions.

The plan's principal advantage is that it establishes career patterns for the officer who prefers to serve at the operational level and who receives great satisfaction from his daily responsibilities. It rewards his excellence and, therefore, distinguishes him from his colleagues who perform at an average or mediocre level. The plan establishes standards for those who aspire to manage-

ment- and executive-level positions. These men know the standards to be met and the procedures necessary to be considered for advancement. The plan creates a competitive climate among patrolmen for advancement within grade and, therefore, should develop increased competence and productivity among the uniformed and investigative personnel. It stabilizes the ratio of supervisors to subordinates. The present system of creating intermediate ranks, such as corporal, staff sergeant, etc., distorts the rank structure. The span of control established in some departments that observe this practice has provided one supervisor for each two subordinates.

The plan has advantages with regard to

discipline. It is much easier to take disciplinary action by reducing salaries or a rating within grade than to reduce a man in rank. The latter is difficult and carries a stigma with it, and it is an action most administrators try to avoid.

Finally, the plan should create the incentives necessary to attract a greater share of the most able young men in our society to the police service. It provides satisfying career opportunities and eliminates the psychological need of promotion for personnel who are content to remain at the operational level, if they are rewarded for their outstanding performance. The rewards are adequate and generous for those who wish to make this commitment.