

1971

Police Science Book Reviews

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of drugs in the liver can be of value for evaluating the severity of intoxication. The blood values often reflect levels after the maximum concentration has been passed. Kidney contains varying concentrations without significant trends. The drug concentrations in the urine are not directly related to the severity of the poisoning. A description of the analytical technique used by the authors is included. (AS)

Investigations of Routine Blood Alcohol Analyses Using an Automated Gas Chromatograph—G. Hauck and H. P. Terfloth, *Blutalkohol*, 4: 315-317 (1970). Factors influencing the accuracy of routine blood alcohol analyses using an automated gas chromatograph Multifract F 40 were investigated. The influence of the temperature of the sample bath; the addition of sodium fluoride to the sample; variations in serum concentration in post-mortem blood; the inevitable errors in pipetting, and the errors of the calibrating curve were described. From the data presented by the authors, it seems that the standard deviation of routine analyses of blood samples were similar to routine analyses using the Widmark, Weyrich, or ADH (enzymatic) methods. The accuracy of the gas chromatographic methods can be further improved. (AS)

Sixth International Meeting in Forensic Sciences—Belfast, North Ireland, September 21-26, 1952 will include sections on Pathology, Biology, Dentistry, Psychiatry, Jurisprudence, Toxicology, Chemistry, Questioned Documents, Firearms and Toolmarks, and Police Science. Interested persons should contact the Secretariat, 6th International Meeting of Forensic Sciences, Institute of Pathology, Grosvenor Road, Belfast BT12 6B1, Northern Ireland. There is a request for titles and summary of papers to be submitted prior to October 31, 1971. (OH)

Fourth International Meeting in Questioned Documents—A continuation of the Triennial International Meetings in Questioned Documents is planned to be held as a section of the 6th International Meeting of Forensic Sciences, Belfast, North Ireland, September 21-26, 1972. All questioned document examiners who are interested in presenting papers should submit titles as soon as possible to Professor Jacques Mathyer, Chairman Questioned Document Meeting, Universite de Lausanne, Institut de Police Scientifique et de Criminologie, Place du Chateau 3, 1005 Lausanne, Switzerland. (OH)

POLICE SCIENCE BOOK REVIEWS

Edited by

Melvin Gutterman*

THE AMBIVALENT FORCE: PERSPECTIVES ON THE POLICE. By Arthur Niederhoffer and Abraham Blumberg, eds. Waltham, Massachusetts: Ginn and Company, 1970. Pp. 360. \$7.95.

The importance of this book is something that may go unrecognized in many quarters, but this should not be the case with those concerned with and involved in the field of law enforcement. Niederhoffer and Blumberg have put together a

book of readings that is a must for the serious student of police work.

Perhaps the most significant aspect of this work is in the wide range of views, concepts, and theories set forth within its pages. As the authors note, "In the ghetto, on the campus, or wherever social protest is most threatening, the spotlight is on the police." Within the pages of *The Ambivalent Force: Perspectives on the Police* one finds selections covering virtually every aspect of the police function, including "Police Role and Career,"

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"Police Organization and Control," "Police Values and Culture," "Police Discretion," "Police and Society," "Police and the Legal System," and "Critiques of the Police." The opening chapter deals with the Social and Historical Setting, and opens with a selection by the authors, who note:

For far too long the police as an occupational group have been out of the mainstream of society. This is due to more than the fact that the individual policemen find comfort in mutual support. The police simply have not been a part of the other institutional communities . . .

Contributors to the book include a variety of individuals: scholars, lawyers, judges, reporters, and a host of others who, at one time or another, have taken time to reflect upon police and policing. They include James Q. Wilson, Jerome Skolnick, William A. Westley, David Burnham, Charles Reich, Roy Wilkins, Richard Dougherty, Yale Kamisar, Albert Reiss, Jr., Bernard Locke, Alexander Smith, Nathan Goldman, and David J. Bordua. There are also excerpts from the *Task Force Report: The Police*, and the Supreme Court decision in *Terry vs. Ohio*. Even those familiar with literature on the police will find that many of the readings are new to them. The wide variety and unique approach ties together many of the selections that are well known, and offers them in a new light.

The book has a special significance for those new to the police field, as well as for educators in the rapidly developing field of police science. There is little doubt that it will find its way into the classrooms of many courses in this important academic area.

A book of readings must have a definite goal. The sparsity of literature in the field of criminal justice is not unknown, and all-too-often recent literature tends to be somewhat biased—either pro or con—where policing is concerned. *The Ambivalent Force* contains an objective admixture, and readers will find that, rather than supporting their biases, a panoply of views are presented. Some, no doubt, may argue that many of the authors appearing in the book are not "experts" in the field. Nevertheless, their contributions are important, and offer perceptions often voiced but rarely set down. The wide polemic surrounding law enforcement mandates an objective appraisal of various posits. Niederhoffer and Blumberg have opened the door.

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FUNDAMENTALS OF TRAINING FOR SECURITY OFFICERS. By *John Donald Peel*. Springfield, Illinois: Charles C Thomas. Pp. 340, 1970. \$10.50.

The purpose of this book is well described in its subtitle: "A Comprehensive Guide to What You Should Be, Know, and Do to Have a Successful Career as a Private Patrolman or Security Officer." It is thus addressed to the level-of-execution security officer on the premise, which will usually be accurate, that he has been only minimally trained if at all.

Chapters are presented on: Introduction to a Profession; The Permit and the Promise; Duty, Discipline, and Deportment; Diligent and Faithful Patrol; Arrest and After; Criminal Law, Evidence, and Court Procedures; Weapons; Unruly Crowds; First Aid; and The Security Officer as Security Counsellor. There are appendices containing the Bill of Rights, Flag Etiquette, and a Physical Security Check List. There is also a useful Glossary and Index.

The book does what it sets out to do. It constitutes a valuable compendium of prescriptions and suggestions which will serve to orient and sophisticate the security officer who is expected to perform on the job with little or no training or previous experience. It meets a need in the field. It has both capabilities and limitations, the following summary of which are submitted as an illustrative rather than an exhaustive list.

Features worthy of commendation include: realistic understanding by the author and clear communication with the reader concerning the peculiar frustrations and hazards of the security officer's job; warnings regarding the limitations and possible transgressions of licenses; detailed prescriptions and commandments of both a positive and negative nature; emphasis on cooperation between security officers and law enforcement officials; appreciation of the security officer's responsibilities while off duty; a thought provoking although admittedly incomplete description of the security officer as security counsellor and educator; and some simple and practical suggestions concerning planning for civil disorders and similar emergencies. One of the stronger points of the book is that it does a good job of coping with the difficult

problem of concentrating on common elements in the security officer's job in a wide variety of enterprises while still taking note of the differences. Also worthy of commendation are the realistic views of security officer compensation scales and the discussion of criteria for recruitment.

Limitations and defects which might be mentioned include: some repetition of obvious points; occasionally over-moralistic and heavy-handed adjurations; an apparent contemplation of supervision of the security officer by law enforcement authorities which would not be typical in very many jurisdictions; the usual typographical errors and slips in grammar which a more careful proof-reading would have avoided; the use of the terminology of "war" in describing civil disorders which, although it may reflect the understandable frustrations and anger of the security officer caught in such a situation, is apt to be misunderstood in some quarters and possibly may contribute to inter-group tensions; and a discussion of the security officer's role in crowd control which seems to reflect some assumptions which will be the case in only the most extreme situations and may contribute to misunderstanding of less-than-extreme situations.

Points not treated but which would have made the book still more useful include: incorporation of findings and references to the relatively few empirical studies and other writings bearing on requirements and performance criteria pertaining to the security officer's job; and a bibliography for further reading, particularly mentions of journals in the field of security administration and relevant publications of professional security associations.

This list of the defects or omissions should not cause us to lose sight of the book's utilities and virtues which are numerous. Although the book is written at an elementary level for the novice security officer, experienced security officers could also probably page through it to their benefit. The wife of a security officer friend of mine said that she read parts of it with profit in that she could now have a better understanding of the requirements and frustrations of her husband's job.

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Becker. Metuchen, N. J.: Scarecrow Press, Inc., 1970. Pp. 332. \$7.50.

The purpose of this book according to its preface is to "identify some of the areas of conflict that exist in many police organizations and communities." Following this rather broad scope and vague intent, the book lacks a well defined central theme. Each chapter is an autonomous essay. The author addresses such subjects as the development of administration, the bureaucratic milieu of the police administrator, and the organizational problems of correctional institutions. In a final chapter, entitled "Special Police Problems," the author presents subject matter dealing with professionalization, abortion, labor-management disputes, homosexuality, pornography, riot-control, civil defense, organized crime and a general potpourri of other subjects. A fifty-five page appendix includes such items as the law enforcement code of ethic, organizational charts of various police departments, and a directory of community service organizations.

The following brief comments on a few chapters should give the reader some insight concerning the book's value.

Chapter III, entitled "Historical Philosophical Development of Administration" examines three approaches to administration: constitutional-legal, structural-descriptive, and socio-psychological. In addition, it reviews "rationality" as a philosophical question and its role in the decision-making process. It overviews the administrative theories and writings of Woodrow Wilson, Goodnow, Willoughby, Taylor, Fayol, Gulick and Urwick, White, Fallet, Pfiffner, Simon, and others. It does not contribute anything new to the literature but does summarize existing theories into 28 pages.

Chapter IV, entitled "Police Bureaucracy" examines the current status of police administration and concludes that:

"Municipal policing is often organizational static. The basic police philosophy and management have not changed in the past twenty-five years. . . . The municipal police is often not in step with the community. . . in terms of service, attitude, and social norms. As a result municipal police become defensive, emotional, and self protective."

".. Many of the administrative concepts being used today in policing organizations have been adapted and adapted from the philosophies of Adam Smith. . .; Max Weber. . .; and Fredrick Winslow Taylor. . . Many of the accepted authorities in law enforcement literature hitch their

wagons to organizational structure and administration procedures in the traditional view of management. . . ."

"... It is no longer practical to use nineteenth century concepts in dealing with municipal police organization any more than it is practical to use nineteenth century expertise in solving crimes. . . ."

Chapter V, entitled "Police Personnel," is a very traditional treatment of the subject. It presents a survey of existing personnel approaches in a style which closely resembles a college senior's term paper analysis of the area.

Chapter VI, "Community Relations and Change," discusses this very significant problem in six pages. The quality and depth of the analysis of this problem is proportionate to the quantity of space taken to discuss it—very low.

Chapter VII, "A Review of Correction: Analysis and Change," examines juvenile detention, probation, institutions and after care; and an adult model including probation, institution, and parole. Homans model for organizational analysis is applied throughout.

Chapter VIII, "Special Police Problems" presents numerous problems by listing factual statements in lecture-note style under a general heading. For example, under the topic of "Homosexuality" there are 16 entries constituting just over three pages of material. By way of illustration, entry 13 states: "Men who remain permanently homosexual amount to no more than 5%, whereas 50% of homosexual men never give way to their impulses." While it is doubtful that the material itself will have extensive value because of lack of depth, the footnotes provided may serve as a tool for further study.

The primary shortcoming of the book is its cursory, sometimes simplistic, treatment of major problems. Some valuable ideas and concepts are examined, but they suffer from being poorly organized and surrounded by irrelevancies. It is highly doubtful that meaningful use can be made of this book. It will surely take its place beside far too many other books in the criminal justice-law enforcement discipline, that are too broad and encyclopedic for concentrated study, yet too shallow and superficial to function as reference works.

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UPGRADING THE AMERICAN POLICE: EDUCATION AND TRAINING FOR BETTER LAW ENFORCEMENT.

By Charles B. Saunders, Jr. Washington, D.C.

The Brookings Institution, 1970. Pp. 182. \$5.95.

Sir Robert Peel when he introduced his Metropolitan Police Act in 1829 set forth among other fundamental principles that the securing and training of the proper persons is at the root of efficiency. Perhaps, because as its title states, the book deals with upgrading the American police, the non-American Peel was among the very few authorities not cited in this scholarly treatise. The book does show that from Raymond B. Fosdick in 1920 to the President's Commission on Law Enforcement and Administration of Justice, every informed observer to the present has agreed that to achieve more effective and fairer law enforcement the quality and secondarily the quantity of police manpower must be improved. The author says it again, pointing out that recommendations to improve police personnel have been ignored in the past and appear to be ignored now.

One purpose of the book is to stimulate some action where it would do the most good. The author begins by analyzing the role of the police both from the point of view of the typical citizen and from that of the insider who knows what it's really like. He describes the significant difference between "law enforcement" and "peacekeeping", the use of discretion in applying the broad latitude of largely unofficial sanctions in keeping public order, in keeping non-criminal conduct from becoming criminal. He shows how police work is capable of assuming the stature of a profession with imposition of appropriate standards of education and training on regional and national levels.

The author then discusses the shortage of police manpower from standpoints both of sheer numbers but more particularly of quality of present and aspiring policemen. He shows that the problem is not only one of attracting and screening applicants and evaluating probationary policemen, but also one of justifying the need for more men and higher standards. The author makes an effort to justify a need for higher education for policemen, but equivocates by implying that since it is required of occupations involving lesser demands upon the individual, it follows it should be required of police. He presents realistic descriptions of the role of existing programs on the various levels of higher education and their status in academia.

He paints a rather depressing picture of the level or lack of entry-level and in-service training of the average police agency in this country. It is important to note that throughout the book he states that there are police departments that have high entry standards and excellent recruit and in-service training, but that they are relatively few. He writes about the need for standards for training, because although many states have established some, there is little uniformity among those states. He suggests national standards and establishment of national or regional accrediting commissions.

The author discusses the Omnibus Crime Control and Safe Streets Act of 1968, its purposes and its results to date. He appears to view it from the standpoint of what it should have done and what it did do.

The author identifies problems, analyzes them, describes what has been done to solve them, and in the final chapter advances his proposals for possible solutions through Federal legislation and funding. With the exception of these proposals, there is little said that has not been said before.

However, the book is an excellent compilation of what has been said supported with elaborate documentation (280 footnotes).

This is a good book for the serious student of Law Enforcement and for the police administrator, training officer, public relations or police-community relations officer, and any officer who occasionally speaks before civic and service groups. There is a lot of material which ought to be broadcast. It is a good book for any police careerist who wants to do more for law enforcement than be quietly competent. *Upgrading the American Police* is an excellent book of its type, and although there are ideas to disagree with, one is reduced to nit-picking to find something to criticize. The worst that can be said is that a more imaginative title could have been chosen, one which might have induced a wider audience to pick it up and read it. This book deserves to be read.

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