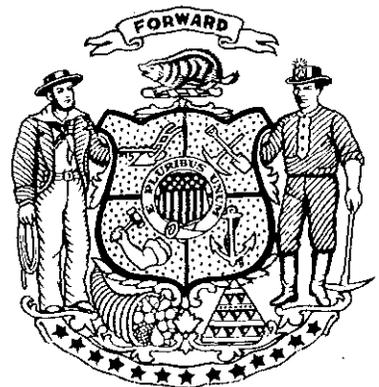

The State of Wisconsin

THE MAKING OF A POLICEMAN, 1968

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THE MAKING OF A POLICEMAN, 1968

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THE MAKING OF A POLICEMAN, 1968

I. INTRODUCTION

Discussion of the problems that face our nation today have recently centered around the issue of "law and order", or, if you prefer, "order and justice". "Law and order" becomes a meaningful concept for discussion, of course, only when the question is posed not as to whether one is for or against it, but rather when one analyzes the quality of present-day law enforcement and the appropriate goals toward which it might aspire. This report addresses itself to one aspect of the issue: the education and training of law enforcement personnel. It focuses on the present status of education and training, efforts to upgrade the present levels of education and training, and the changes in the quality of law enforcement that might reasonably be expected to be achieved as a result of these efforts.

As interest in the issue of law and order increases, the literature relating to this issue has escalated. The main thrust of this report has relied heavily on the findings of the President's Commission on Law Enforcement and the Administration of Justice, particularly, Task Force Report: The Police. Also most useful were the efforts of the National Advisory Commission on Civil Disorder, the report of the Wisconsin Governor's Commission on Law Enforcement and Crime and other reports which are cited in the footnotes and bibliography. In addition, the major professional journals for the last 4 years were relied upon. These included: The Journal of Criminal Law, Criminology, and Police Science; Police; FBI Law Enforcement Bulletin; the Police Chief; and the Wisconsin Police Chief. Another most useful source of information was the files of the Governor's Commission on Law Enforcement and Crime, which the Executive Director, Mr. Clark E. Lovrein, made most graciously available. The other sources utilized, as cited in the footnotes and bibliography, include recent books, periodicals, newspapers, and the past 3 editions of the Municipal Year Book.

II. THE NEED FOR EDUCATION AND TRAINING

A. Present Levels of Educational Attainment

In the United States there are 40,000 separate law enforcement agencies with 40,000 different codes, 40,000 different policies, and 40,000 different ideas as to how the peace should be maintained. The number of employes in any one of these agencies varies from one part-time peace officer to approximately 28,000 employes. There were 420,000 full-time and part-time law enforcement officers and civilians employed in police agencies in 1966.¹ It, therefore, is quite difficult to attempt to generalize about the quality of present education and training. However, all of the recent studies that have concerned themselves with law enforcement have given high priority to the need to improve the educational and training opportunities of law enforcement personnel.² The International Association of Chiefs of Police estimated in 1967 that 60% of the nation's 420,000 police officers had absolutely no professional training before being handed a badge and pistol and sent into the streets to uphold the law. The backgrounds of the remainder are spotty to say the least. A few have college degrees in criminology or other subjects. Some have been through the well-regarded training academies of state police or big-city departments, which often train officers from the neighboring suburban towns as well as members of their own forces. But the training of many a rural deputy sheriff or small-town constable consists only of a few hours on the firing range and a demonstration of how to unlock the handcuffs.³

Through its Department of Mental Health, the State of Indiana supported a survey of methods of police selection in 61 cities with populations over 150,000 and concluded that the

usual "police selection test" is nothing more or less than a test of general intelligence, that very little is done, as a rule, to evaluate the applicant's personality, and that very little research has been conducted on police selection techniques.⁴ A study by the International Association of Chiefs of Police, issued in 1961, indicated that 72% of the 55 agencies studied in New England had no educational achievement standards for selection of new recruits.⁵

The only police agency in the country which requires a college degree is the Multnomah County (Portland, Oregon) Sheriff's Department. In that department, it is now mandatory for future deputy sheriffs to possess a college degree. In the Berkeley, California Police Department, the minimum education required for employment is 2 years of college. The Police Department in Newport Beach, California, requires only a high school diploma for employment; however, if an employe possesses a college degree he can take the sergeant's promotional examination in 18 months rather than 4 years.⁶

Wisconsin law does not require either peace officers or policemen, except members of the state patrol, to have any training in police work before going on duty. This is left to local determination. As in other parts of the country, little aggregate data is available on the status of training in Wisconsin. There is a great variation in jurisdictions, responsibilities, selection procedures, size of agencies, and community philosophies. Wisconsin law enforcement departments range in size from one officer to 2,000. Training ranges from a continuing in-service program, such as can be found in Milwaukee and Madison, to no training at all. Only about 5% of all law enforcement personnel have ever attended a college or university as a degree-seeking student. According to a 1964 survey conducted by the Institute of Governmental Affairs at the University of Wisconsin Extension, budgets for training were found in only 41% of Wisconsin's law enforcement agencies. Furthermore, training budgets were very limited and, in many instances, merely reflected money for travel and per diem expense allowances to attend conferences and other meetings which often concern themselves only in a small way with training matters. This survey found that about 67% of the law enforcement agencies in Wisconsin did not have personnel on their staff who could instruct - only 8% of these agencies had full-time instructors. Forty-five per cent of the Wisconsin law enforcement personnel had received instruction in the laws which they were required to enforce. Training, when offered, varied greatly between agencies. About 57% of the agencies surveyed used on-the-job training solely, assigning new men to observe and understudy the more experienced officers. Job rotation was also listed as a training device by 47% of the agencies. Advanced in-service training was primarily confined to the large departments. There were some arrangements whereby smaller departments could send their personnel for training to larger agencies. They were accepted if space was available. Sometimes small agencies grouped together to provide some training on a regional basis.⁷ As has been reported by the Governor's Commission on Law Enforcement and Crime, there is an almost unanimous sentiment among those interested in law enforcement to the effect that training and educational opportunities for Wisconsin law enforcement personnel should be increased.⁸

B. The Nature of Police Work

A discussion of the educational levels necessary for today's police gains in clarity when 2 common misconceptions of the policeman's job are examined:

(1) The great majority of situations in which policemen are involved are NOT criminal in the sense that they involve arrest and consequent prosecution, trial and punishment. It has been estimated that from two-thirds to 90% of the policeman's time is concerned with matters that are not "criminal" in the popular sense of the word. A major aspect of police work involves the handling of domestic problems. Two recent studies of the phone requests

for help received by the Chicago Police Department found that from 40% to 50% of the calls made to the police involved requests for personal help on interpersonal matters unrelated to crime.⁹ As an indication of the nature of police work, the handling of public drunks accounts for one-third of all the arrests in the United States - and many of the drunks with whom the policemen deal are not arrested. In addition, a good portion of police work is related to traffic regulations. Furthermore, vice laws occupy the time of a substantial percentage of the police force in any large city. From a force of approximately 5,500 law enforcement personnel, the Los Angeles Police Department has 200 men assigned to the vice squad. These men spend most of their time keeping tabs on minor gamblers, striptease clubs, prostitutes and sexual perverts.¹⁰

(2) A second misunderstanding of police work which must be clarified for proper analysis of educational standards is the conception that the police function is one of mechanical enforcement of all criminal law. To a great extent policemen make law enforcement policy. Discretionary enforcement of laws is a major function of most police officers' responsibilities. Police officers are necessarily given wide latitude in exercising their powers of arrest. Crime does not look the same on the street as it does in a legislative chamber. A criminal code, in practice, is not a set of specific instructions to policemen but becomes a more or less rough map of the territory in which policemen work. How an individual policeman moves around that territory depends largely on his personal discretion. How much noise or profanity makes conduct "disorderly" within the meaning of the law? When must a quarrel be treated as a criminal assault: at the first shove or at the first blow, or after blood is drawn, or when a serious injury is inflicted? How suspicious must conduct be before there is "probable cause", the constitutional basis for an arrest? Every policeman, however complete or sketchy his education, is necessarily an interpreter of the law.¹¹

In Arrest, the first book in a series of reports by the American Bar Foundation's survey of the administration of criminal justice in the United States, Wayne LaFave points out that the great majority of arrests are made without warrant and, in most cases, the decision to arrest is made by a patrolman or other officer of relatively low rank. Similarly, most decisions to detain a suspect after arrest and to conduct an in-custody investigation are made without the specific case being reviewed by a higher-ranking officer. For every incident in which a police officer exerts his authority as the first step in a process leading to a prosecution, he handles a multitude of other incidents in which he checks out suspicious circumstances, separates combatants, orders people to disperse, or in some other manner uses his power without effecting an arrest. And even if an arrest is made, it is not always indicative of a desire to prosecute. In many cases it is intended only to serve some other more short-lived objective, such as the control of prostitutes or the safeguarding of drunks.¹²

The reasons why this discretion is an integral part of police work were summarized in the Task Force Report: The Police, prepared by the President's Commission on Law Enforcement and the Administration of Justice:

First, the police do not have the resources to enforce all criminal provisions equally. Second, the other parts of the criminal justice system simply cannot cope with all law violators. Further, the police are faced with enforcing numerous laws regulating social conduct -- drunkenness, prostitution, and gambling to name a few -- which are often unpopular, ambiguous, unenforceable, or which can apply to the common activities of law abiding citizens even though they were intended to apply only to the activities of certain kinds of criminals.¹³

Finally, the manner in which a policeman works is influenced by practical matters: the legal strength of the available evidence, the willingness of victims to press charges and of witnesses to testify, the temper of the community, the time and information at the policeman's disposal, and departmental policy. Much is at stake in how the policeman exercises his judgment concerning these issues. If he judges conduct not suspicious enough to justify intervention, the chance to prevent a robbery, rape, or murder may be lost. If he overestimates the seriousness of a situation or his actions are controlled by panic or prejudice, he may hurt or kill someone unnecessarily. His actions may even touch off a riot.

C. The Goals of Education

In evaluating the kinds of educational programs that are and should be offered to police, the first question that must be asked is: "What does the policeman do?" After consideration has been afforded to that question, the next that logically should be asked is: Since increased education will increase costs of law enforcement services, how will education affect the quality of performance an individual brings to the policeman's work? Specifically will the increase in costs lead to a better quality of law enforcement? And an even more difficult question arises: Will better educated law enforcement personnel ultimately lead to a reduction in crime? Unfortunately, although it is an often-stated proposition that increased education for law enforcement personnel is a good and necessary program, very little evidence is available on the actual cost-benefits to be accrued from such programs. One big midwest police department, trying to gather just such evidence, began in 1967 a secret experiment to compare the performance of college-educated officers with that of men who have high school degrees or less. Two side-by-side precincts with similar populations and problems were selected. Over a period of several months officials quietly transferred all noncollege men out of the one precinct and replaced them with college-trained officers. The educational level in the other precinct remained at the high school level. The results, after 6 months, showed the college-trained personnel generated fewer complaints from citizens, answered calls quicker, took off less sick time and generally had higher morale than their less-educated counterparts.¹⁴

Another study, reported in the Journal of Criminal Law, Criminology and Police Science in 1967, analyzed the authoritarianism of the newly appointed police who had not chosen to attend college and those who had enrolled in college. According to this report, the police who were attracted to college were significantly less authoritarian than police who were not impelled to attend college. The authors implied from this that "there are certain personality characteristics of police who attend college that make it likely that they will be able to function more effectively with respect to the problems stemming from civil rights demonstrations and more effectively in accordance with the guidelines set down by the Supreme Court with respect to arrest and search and seizure".¹⁵

Obviously, these studies are only able to provide tentative suggestions as to the ways the increased educational opportunities might affect the quality of law enforcement. Due to the lack of further evidence as to the differences education actually make in law enforcement standards, proponents of increased education for police rely on the kinds of arguments that have been traditionally used for the value of higher education.

Director of the Federal Bureau of Investigation J. Edgar Hoover has succinctly stated the goals that education of the police must bear in mind:

"...law enforcement needs trained men. Neither high school nor college alone will make a good law enforcement officer. He must be trained in the techniques of enforcement, schooled in the legal responsibilities of his job and taught the

rudiments of human relations as they relate to law enforcement. Above all, he must learn self-control, lest he be baited into some foolish deed."¹⁶

Persons concerned with achieving better educational standards for law enforcement officials prefer to distinguish between "education" and "training". "Training" is used for the technical instruction - usually under supervision; for example, "how to shoot a gun". "Education", on the other hand, implies the broad general instruction in the problems of society and the policeman's role in these problems. It is hoped that education will develop the attitudes necessary for proper police work, as well as the self-discipline that Mr. Hoover referred to above.

The police officer must combine the qualifications of a technician and a professional. As a technician, a police officer must have precise knowledge concerning the collection and preservation of evidence, a highly developed ability encompassing scientific methods of processing a crime - including the ability to properly lift and preserve latent forms of evidence. He must be skilled in the operation of a motor vehicle, diving gear and other modern instruments of law enforcement. As a professional police officer, he must know criminal laws and be able to apply them readily to situations without the benefit of time for legal research and reflection. He must have the knowledge of rules of evidence--what is admissible and what is not. He must have the ability to make the right decisions, quickly, under diverse and often difficult circumstances. It is important that police officers recognize the existence of police discretion. They should learn of its constitutional roots and limitations. The educational programs must include a realistic discussion of the relationships of individual police discretion to the statutory law, the law as interpreted by the courts -- particularly the local courts -- and departmental policy.

Furthermore, if the law enforcement officers are the "protectors of society", if their role is that of safeguarding complex social relationships, then they must also have some understanding of these relationships. Both the Task Force Report on Police and the Kerner Report emphasized that failure of police officers to understand the culture of minority groups substantially contributed to a breakdown of police-community relations. Teaching police to understand people, their behavior, the community, and government must be given the same consideration as technological skills.

III. EDUCATIONAL PROGRAMS

A. Kinds of Education Available

The position of the Advisory Council on Police Education and Training of the International Association of Chiefs of Police is that the educational requirements for police service should be established at the highest possible level consistent with the availability of qualified people.¹⁷ This was also the position set forth in the report of the President's Commission on Law Enforcement and Crime and by the Kerner Report. This means simply that if a department is able to hire all men with bachelor degrees because they have a college or university program from which to draw, then that should be their minimum requirement. On the other hand, agencies that are unable to competently staff themselves with fully qualified persons may have to settle temporarily for those who bring only 2 years of educational experience to the job. The IACP contends that an agency should seek or accept individuals without college background only in those cases where the labor market cannot provide professionally educated people.

It may well be that college-trained personnel is the goal toward which police departments should aspire. Realistically, however, it will be a long time into the future before this

goal can be implemented as policy. Thus, it is necessary to consider all the possible alternatives available towards raising the educational and training standards of police personnel.

In a discussion of education for law enforcement personnel, 4 kinds of education or training can be distinguished: 1) Recruit training; 2) In-service training; 3) 2-year associate degree programs; and 4) Bachelor degrees and beyond.

(1) Recruit training

(a) THE AMOUNT OF RECRUIT TRAINING - A 1965 survey of 4,000 police agencies by the International Association of Chiefs of Police reported that 85% of the officers surveyed were placed in the field prior to their recruit training. A survey conducted in early 1968 for the Municipal Year Book found 7% of the reporting central cities replying that they did not offer any formal recruit training. According to that survey, the cities not providing formal recruit training would seem in most cases to be nonmetropolitan communities under 50,000 population, located in the south.¹⁸ (See Tables I and II)

(b) THE EXTENT OF RECRUIT TRAINING OFFERED - The President's Commission on Law Enforcement and Administration of Justice concluded that recruit training in both large and small departments should consist of an absolute minimum of 400 hours of classroom work spread over a 4 to 6-month period. The study in the Municipal Year Book indicated that most municipal police do not meet these minimum criteria.¹⁹ (See Table III) This survey found that for all cities over 10,000, the median number of hours trained per week is 40 for a period of 6 weeks, a total of 240 hours of training. Only the police departments in cities with populations exceeding 250,000 met the commission's minimum requirement of 400 hours of classroom work. As far as the length of training period is concerned, one-fourth of the 22 reporting cities in the over 500,000 population category meet the 4-month minimum training requirement. All other cities in all population categories fell well below the 4-month standard. The President's Commission on Law Enforcement and the Administration of Justice reported that while the majority of departments in cities over 250,000 population provide 8 weeks or more of training, the average department in the remaining communities provided not more, and typically less, than 3 weeks of training.²⁰

(c) THE ADMINISTRATION OF RECRUIT TRAINING PROGRAMS - It is possible for local governments to call upon a number of sources for recruit training. Of the 1,174 cities responding to the 1968 Municipal Year Book survey, 519 or 44% utilized more than one source. The most frequently used resource is the department's own training officer. This was particularly true for cities over 100,000 population; 89% of those cities use their own training officer, while only 37% of the cities in the under 100,000 category use city training officers. A full-time training officer is employed by 93% of the cities over 100,000, while 83% of the central cities do the same. For cities under 100,000 the percentage employing full-time training officers is 26. Police departments in cities under 100,000 depend to a large degree on the assistance of the state police and local universities. Thirty per cent of these cities are served by the state police, while 27% use the facilities of local universities.²¹ (See Tables IV and V)

Table I: Formal Police Recruit Training Programs

Classification	No. of Cities Reporting	Formal Training		No Formal Training	
		No.	%	No.	%
Population Group					
Over 500,000	22	22	100	0	0
250,000 to 500,000	25	25	100	0	0
100,000 to 250,000	86	85	99	1	1
50,000 to 100,000	188	178	95	10	5
25,000 to 50,000	348	298	81	50	14
10,000 to 25,000	806	606	75	200	25
Geographic Region					
Northeast	389	333	86	56	14
North Central	460	406	88	54	12
South	339	221	65	118	35
West	287	254	89	33	11
City Type					
Central	233	217	93	16	7
Suburban	711	634	89	77	11
Independent	531	363	68	168	32
Total, all cities	1,475	1,214	82	261	18

Source: 1968 Municipal Year Book, p. 339.

Table II: Training Facilities For Police Recruits

Classification	No. of Cities Reporting	Training ¹ Facilities		No Training Facilities	
		No.	%	No.	%
Population Group					
Over 500,000	22	22	100	0	0
250,000 to 500,000	25	24	96	1	4
100,000 to 250,000	83	69	83	14	17
50,000 to 100,000	171	103	60	68	40
25,000 to 50,000	283	120	42	163	58
10,000 to 25,000	574	149	26	425	74
Geographic Region					
Northeast	319	98	31	221	69
North Central	381	158	41	223	59
South	213	123	58	90	42
West	245	108	44	137	56
City Type					
Central	212	168	79	44	21
Suburban	606	187	31	419	69
Independent	340	132	39	208	61
Total, all cities	1,159	487	42	671	58

¹Training facilities were defined to include classrooms, lecture hall, gym, and pistol range.
Source: 1968 Municipal Year Book, p. 342.

Table III: Number of Weeks For Police Recruit Training

Classification	No. of Cities Reporting	Lower	Median	Upper
		Quartile		Quartile
Population Group				
Over 500,000	22	13	14	16
250,000 to 500,000	25	10	12	13
100,000 to 250,000	85	6	8	12
50,000 to 100,000	176	5	8	12
25,000 to 50,000	291	4	6	10
10,000 to 25,000	592	4	6	8
Geographic Region				
Northeast	327	6	6	9
North Central	400	4	6	10
South	214	4	6	12
West	250	5	7	10
City Type				
Central	217	5	8	12
Suburban	625	5	6	10
Independent	349	4	6	8
All cities over 10,000	1,191	4	6	10

Source: 1968 Municipal Year Book, p. 344.

Table IV: Full-Time Training Officer For Police Recruit Training

Classification	No. of Cities Reporting	Full-Time		No Full-Time	
		Training Officer		Training Officer	
		No.	%	No.	%
Population Group					
Over 500,000	22	22	100	0	0
250,000 to 500,000	25	25	100	0	0
100,000 to 250,000	85	76	89	9	11
50,000 to 100,000	175	103	59	72	41
25,000 to 50,000	291	84	29	207	71
10,000 to 25,000	589	89	15	500	85
Geographic Region					
Northeast	327	73	22	254	88
North Central	397	118	30	279	70
South	216	108	50	108	50
West	247	100	40	147	60
City Type					
Central	215	179	83	36	17
Suburban	624	143	23	481	77
Independent	348	77	22	271	78
Total, all cities	1,187	399	34	788	66

Source: 1968 Municipal Year Book, p. 343.

Table V: Agencies Participating In Formal Police Recruit Training Program

Classification	No. of Cities Report- ing	F.B.I.		State Police		Local Uni- versity		Training Officer from own Dept.		U.S. Army		Neigh- boring Police Dept.		Other	
		No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Population Group															
Over 500,000	22	4	18	1	5	3	14	22	100	2	9	1	5	3	14
250,000 to 500,000	25	7	28	2	8	5	20	24	96	3	12	2	8	6	24
100,000 to 250,000	85	17	20	16	19	15	18	72	85	7	8	7	8	17	20
50,000 to 100,000	176	40	23	25	14	36	20	105	60	4	2	36	20	52	30
25,000 to 50,000	285	61	21	73	26	82	29	126	44	3	1	70	25	87	31
10,000 to 25,000	581	163	28	210	36	164	28	154	27	10	2	180	31	166	29
Geographic Region															
Northeast	316	77	24	155	49	24	8	87	28	2	1	94	30	104	33
North Central	394	85	22	79	20	135	34	164	42	5	1	94	24	108	27
South	217	79	36	64	29	62	29	131	60	17	8	50	23	44	20
West	247	51	21	29	12	84	34	121	49	5	2	58	23	75	30
City Type															
Central	217	55	25	32	15	46	21	179	82	13	6	20	9	43	20
Suburban	615	116	19	168	27	173	28	175	28	10	2	201	33	197	32
Independent	342	121	35	127	37	86	25	149	44	6	2	75	22	91	27
All cities over 10,000	1,174	292	25	327	28	305	26	503	43	29	2	296	25	331	28

Source: 1968 Municipal Year Book, p. 341.

(d) **THE QUALITY OF RECRUIT TRAINING** - The Crime Commission reported that an examination of many of these programs found the vocational training needs of the recruits were inadequately met in most departments' training programs. According to the commission and other critics of the present recruit training system, current training programs, for the most part, prepare an officer to perform police work mechanically. They do not prepare him to understand his community, the necessity of discretion, departmental policies, or the operations of the criminal justice system with which he will have to deal.²² Mr. J. Robert Havlick, in his report on recruit training in the 1968 Municipal Year Book, substantiated these criticisms. He found that recruit training programs emphasized such topics as criminal law, techniques of investigation, and first aid. Conversely, such areas as the history of law enforcement, the role of police in modern society, and the need for discretion in law enforcement received relatively low attention. Even such vital areas as police-community relations, sociology and race relations, and the courts and police officers receive little attention. His study showed that cities over 10,000 population no matter what their size, geographical location, or metropolitan status are offering their police recruits 2 hours of training in the area of the "Police and the Community" to every 8 hours offered in the areas relating to "Law" and "Traffic". According to Mr. Havlick, this indicated a serious lack of responsiveness on the part of police training programs to the social problems of today's cities. Furthermore, this study indicated that one-half of the police chiefs participating in the survey agreed that inadequacies exist in recruit training programs. The 6 most commonly mentioned means to alleviate these inadequacies were: 1) a longer training period; 2) a more balanced training curriculum; 3) a full-time training officer in charge of the program; 4) the obtainment of training facilities; 5) trained instructors; and 6) the inclusion of controlled field training. The solutions to such problems as the above are summed up in 2 words: time and money. Not many police officials are overly optimistic about the immediate prospect of obtaining more of either of these commodities.²³

(e) **RECRUIT TRAINING IN WISCONSIN** - In Wisconsin, the large cities and more populous counties have recruit training programs that would more than meet the minimum standards that have been suggested for such programs. (As an example see Table VI) However, there are many areas of the state where training is difficult to organize, and the caliber of the training performance on the part of local agencies is affected thereby. According to the 1964 survey conducted by the University of Wisconsin Institute of Governmental Affairs, 67% of the law enforcement agencies did not have personnel on their staff who could instruct. Training, when offered, varies greatly between agencies. About 57% of the agencies surveyed used on-the-job training solely, assigning new men to observe and understudy the more experienced officers. Job rotation was also listed as a training device by 47%. It has been estimated that about one-third of the approximate 6,500 police officers and deputy sheriffs in Wisconsin have received no minimum training at all.²⁴

Part of this problem can be alleviated by the practice of smaller departments sending their recruits to the larger cities. For example, as of 1967, 6 Milwaukee suburbs - Brown Deer, Franklin, Greendale, Hales Corners, West Milwaukee, and Whitefish Bay - were sending recruits to Milwaukee's police training program. Under this arrangement, the school provides 44 hours of classroom training and 80 hours of field training. The suburbs are only charged for ammunition and supplies.²⁵

Another effort toward improving the training level of law enforcement personnel in Wisconsin is a course entitled, "Training the Training Officer", sponsored by the Wisconsin Chiefs of Police Association, the Wisconsin Sheriffs and Deputy Sheriffs Association and the University's Institute of Governmental Affairs. The 4-week, 120-hour course presents the

TABLE VI; SUMMARY OF MILWAUKEE'S POLICE DEPARTMENT
RECRUIT TRAINING PROGRAM

DIVISION I	INDOCTRINATION	17 HOURS
DIVISION II	RULES and REGULATIONS	25 HOURS
DIVISION III	CIVICS - CONSTITUTION and BILL OF RIGHTS	10 HOURS
DIVISION IV	ARREST, SEARCH and SEIZURE	42 HOURS
DIVISION V	CITY ORDINANCES	27 HOURS
DIVISION VI	POLICE OBSERVATION and PATROL	3 HOURS
DIVISION VII	TRAFFIC LAW ENFORCEMENT and CONTROL	33 HOURS
DIVISION VIII	RULES of EVIDENCE	27 HOURS
DIVISION IX	CRIMINAL LAW	31 HOURS
DIVISION X	INVESTIGATIONS and REPORT WRITING	27 HOURS
DIVISION XI	PHYSICAL TRAINING	47 HOURS
DIVISION XII	FIREARMS TRAINING	18 HOURS
DIVISION XIII	FIRST AID	30 HOURS
DIVISION XIV	HANDLING MENTALLY DISTURBED PERSONS	3 HOURS
DIVISION XV	SPEAKERS - SPECIALIZED SUBJECTS	50 HOURS
DIVISION XVI	SEMINARS and TOURS	16 HOURS
DIVISION XVII	COURT ROOM PROCEDURES	9 HOURS
DIVISION XVIII	PUBLIC RELATIONS	10 HOURS
DIVISION XIX	FIELD TRAINING	80 HOURS
DIVISION XX	MISCELLANEOUS	5 HOURS
DIVISION XXI	FINAL EXAMINATION	8 HOURS
DIVISION XXII	GRADUATION	2 HOURS
TOTAL		520 HOURS

Source: Milwaukee Police Department, "Recruit Training Curriculum and Academic Instruction".

students with instruction in teaching methods, courses on the types and uses of visual aids, examination construction and scoring, and classroom procedures and psychology. In addition, a large block of time is spent in practice teaching, in which the student is given the opportunity to present a subject under classroom conditions supervised by an instructor.²⁶

(2) In-service training programs

The President's Crime Commission recommended an annual period of intensive in-service training. The report recognized that the necessary length of such training will vary among departments. The report indicated, furthermore, that it is doubtful that yearly training needs can be fulfilled in less than one-week programs.²⁷ In-service training programs are offered in the large police departments and at specialized institutes conducted at colleges and universities and at police-training academies. A 1965 National League of Cities survey showed attendance at the specialized training institutes to be high. Only 19% of the responding police departments failed to send any officer to these courses.²⁸ (See Table VII) Typically, the police departments that provide continuing training are large departments that also conduct extensive recruit-training programs. But, even in these departments intensive in-service training is normally limited. The format of these programs varies considerably. Programs are offered on the basis of 3-day institutes; 1, 2 or 3 week or longer courses. Programs are also offered on the basis of one-day-a-week for a period of weeks. Likewise, much of the existing in-service training is given in brief daily form. For example, many departments conduct roll-call training for from 5 to 20 minutes at the beginning of each tour of duty, and utilize training aids such as "Training Key" sound films provided by the International Association of Chiefs of Police. The content of the courses also varies. Typical courses might be devoted exclusively to a review of recent Supreme Court decisions, community relations programs, training in the use of firearms - or a combination of all of the above.²⁹

The Milwaukee Police Department requires all members of the department to attend in-service classes and special lectures, which average 4 hours a month.³⁰ The Madison Police Department conducts an in-service training program each year. This program consists of 40 classroom hours and is compulsory for every officer through the rank of captain (leaving out only the chief and the first-level supervisors). The training course is on department time.

(3) Associate degrees

Two-year certificate programs are usually offered at community and junior colleges. According to Mr. Day, in the 1967 Municipal Year Book, new 2-year schools are opening at the rate of 50 a year and enrollment is growing at the rate of 200,000 yearly.³² Those community and junior colleges that offer degrees in police science primarily gear their programs to the policemen on the job. A large incentive for the development of these programs has been the police pay programs which offer pay raises for the accumulation of educational credits. In 1966 the President's Crime Commission was able to identify 100 junior colleges which offered associate degrees in police science. The commission's examination of these programs disclosed that many of them were highly vocational in nature and primarily intended to provide instruction in technical skills. Members of the commission reported that although there is a need for vocational training, it is not and cannot be a substitute for a liberal arts education. The commission recommended that either at the 4-year college or junior college, in granting academic credits, the emphasis should be on a liberal arts education - at least until the time when research indicated a better way to educate police personnel.³³

California has 53 junior colleges which offer programs leading to a degree in police science. In September, 1963, a standardized curriculum for these programs was adopted by the State Commission on Peace Officer Standards and Training. That curriculum is shown in Table VIII.

Table VII: In-Service Training

Population Group or Geographic Area	No. of Cities Reporting	Formal In-Service Training	
		Number	Per Cent
<u>Population Group</u>			
Over 500,000	27	27	100%
250,000 to 500,000	26	24	92
100,000 to 250,000	91	87	96
50,000 to 100,000	184	163	89
25,000 to 50,000	335	290	87
10,000 to 25,000	<u>689</u>	<u>545</u>	79
All cities over 10,000	1,352	1,136	84%
<u>Geographic Region</u>			
Northeast	283	226	80
North Central	409	349	85
South	361	283	78
West	279	260	93

Source: 1966 Municipal Year Book, p. 437.

TABLE VIII: CALIFORNIA'S ASSOCIATE DEGREE CURRICULUM

INTRODUCTION TO LAW ENFORCEMENT	3 UNITS
The philosophy and history of law enforcement; overview of crime and police problems; organization and jurisdiction of local, state, and federal law enforcement agencies; survey of professional career opportunities and qualifications required.	
ADMINISTRATION OF JUSTICE	3 UNITS
Review of court systems; procedures from incident to final disposition; principles of constitutional, federal, state, and civil laws as they apply to and effect law enforcement.	
PATROL PROCEDURES	3 UNITS
Responsibility, techniques, and methods of police patrol.	
CRIMINAL LAW	3 UNITS
The structure, definitions, and most frequently used sections of the Penal Code and the other criminal statutes.	
CRIMINAL EVIDENCE	3 UNITS
The kinds and degrees of evidence and the rules governing the admissibility of evidence in court.	
CRIMINAL INVESTIGATION	3 UNITS
Fundamentals of Investigation, crime scene search and recording; collection and preservation of physical evidence; scientific aids; modus operandi; sources of information; interviews and interrogations; follow-up and case preparation.	
JUVENILE PROCEDURES	3 UNITS
The organization, functions, and jurisdiction of juvenile agencies; the processing and detention of juveniles; juvenile case disposition; juvenile statutes and court procedures.	
TRAFFIC CONTROL	3 UNITS
Traffic law enforcement; regulation, and control; fundamentals of traffic accident investigation; California Vehicle Code.	
FIREARMS	1 UNIT
The moral aspects, legal provisions, safety precautions, and restrictions covering the use of firearms; firing of the sidearm and shotgun.	
DEFENSIVE TACTICS	1 UNIT
Protection against persons armed with dangerous and deadly weapons; demonstration and drill in a limited number of holds and come alongs; restraint of prisoners and the mentally ill; fundamental use of the baton.	
FIRST AID	1 UNIT
The immediate and temporary care given in case of accident, illness, and emergency childbirth. The course shall qualify students for the Standard of Advanced Red Cross First Aid Certificate. ³³	

Source: McArthur, Jack, "The Development of California's Standardized Two Year College Police Curriculum, The Journal of Criminal Law, Criminology, and Police Science.

(4) Bachelor degrees

In 1966 the International Association of Chiefs of Police identified 24 four-year colleges and universities that offered degrees in police science, police administration, law enforcement or criminology.³⁵ (See Table IX) Best known among the institutions granting degrees in this area are Michigan State University and the University of California, Berkeley. Educators in such institutions tend to regard their mission as turning out the police leaders of the future rather than providing facilities to upgrade the present man on the beat. Growth in college training indicated the switch in emphasis from a "how-to-do-it" approach to a "why-you-do-it" approach. No police officer could be expected to make expert judgments in all of the complex situations that will face him in a lifetime of police work, but, it is hypothesized, he is better prepared to make reasonable judgments if he has developed a set of "transferable capacities". A liberal education is geared toward developing this kind of judgment, sensitivity, understanding, leadership ability, and other "transferable capacities" that are needed.³⁶

It is thought that police administration training on the college level should combine the technical aspects of law enforcement with the broad liberal arts foundation. A model enforcement program is constructed on approximately a 4 to 1 ratio, that is, for every 4 hours of liberal arts a student has one hour of professional law enforcement training. Students take such liberal arts courses as English, history, sociology, and psychology. The professional courses focus on topics like parole, probation and crime research. Students may be taught the ethics of firearms, but they are not taught how to fire a gun. Thus, college-trained personnel still require a certain amount of on-the-job training in certain specific techniques and skills. Ideally, however, techniques such as understanding records operations, report writing, interview and interrogation, patrol techniques, communications, etc., will be taught at the college or university.³⁷

B. Institutions Offering Educational Programs in Wisconsin

In 1967 the Wisconsin Coordinating Council for Higher Education, which is by statute charged with the responsibility for state-wide educational planning in higher education, created an Advisory Committee on Education in Law Enforcement. This committee consists of 13 members, including representatives of the Governor's Commission on Law Enforcement and Crime, the Board of Vocational, Technical and Adult Education, the CCHE staff, the University of Wisconsin-Madison, the University of Wisconsin-Milwaukee, the State University at Platteville, the Board of Regents of State Universities, and Marquette University. Since its creation, this committee has been working on a report which will list the goals for law enforcement training and education. On February 20, 1968, the committee went on record as voting to encourage public collegiate systems in Wisconsin to develop bachelor degree programs in police education.³⁸

At present, programs for law enforcement personnel are offered by all 3 public higher educational systems: the University of Wisconsin; the Wisconsin State Universities; and the Vocational, Technical and Adult Education system; as well as at least one private college - Marquette University.³⁹

(1) The University of Wisconsin

The University of Wisconsin Extension has established a Law Enforcement Education and Training Section in its Institute of Governmental Affairs. This section provides limited consultation service to requesting departments when the problem involved is of interest to more than a single agency. It also conducts research on selected law enforcement topics. The

TABLE IX: NUMBER OF POLICE SCIENCE DEGREE PROGRAMS AVAILABLE
IN THE UNITED STATES AND OUTLYING AREAS

	Associate De- gree Programs (2-Year)	Baccalaureate Degree Programs (4-Year)	Master's Degree Programs	Number of Sepa- rate Institutions		Associate De- gree Programs (2-Year)	Baccalaureate Degree Programs (4-Year)	Master's Degree Programs	Number of Sepa- rate Institutions
Alabama	1	0	0	1	Nebraska	1	1	0	1
Alaska	1	0	0	1	Nevada	2	0	0	2
Arizona	3	2	1	5	New Hampshire	0	0	0	0
Arkansas	0	0	0	0	New Jersey	3	1	0	3
California	60	8	6	68	New Mexico	0	1	0	1
Colorado	2	1	0	3	New York	11	1	2	13
Connecticut	2	1	0	2	North Carolina	1	0	0	1
Delaware	1	0	0	1	North Dakota	0	0	0	0
District of Columbia	1	1	0	1	Ohio	4	2	0	6
Florida	10	1	1	11	Oklahoma	0	2	0	2
Georgia	4	0	0	4	Oregon	5	2	0	7
Hawaii	1	0	0	1	Pennsylvania	5	2	0	7
Idaho	2	1	0	2	Rhode Island	1	1	0	1
Illinois	7	1	0	8	South Carolina	0	0	0	0
Indiana	1	3	0	4	South Dakota	0	0	0	0
Iowa	4	0	1	5	Tennessee	0	1	0	1
Kansas	4	0	0	4	Texas	8	2	0	10
Kentucky	1	1	0	1	Utah	2	2	0	3
Louisiana	0	1	0	1	Vermont	0	0	0	0
Maine	0	0	0	0	Virginia	3	1	0	3
Maryland	3	0	0	3	Washington	5	1	1	6
Massachusetts	3	1	0	3	West Virginia	0	0	0	0
Michigan	9	2	1	11	Wisconsin	2	1	0	3
Minnesota	0	0	0	0	Wyoming	1	0	0	1
Mississippi	0	1	0	1	Guam	1	0	0	1
Missouri	4	1	0	5	Virgin Islands	1	0	0	1
Montana	0	0	0	0		180	47	13	319

Source: The Police Chief, August 1968

major contribution of the section is in the area of in-service training of police officers. In conjunction with police work, U.W. Extension is concerned primarily with the administrative and policy-making facets of police functioning and thus gears its curricula to the executive, command and supervisory levels. Illustrative short-term career development programs sponsored by the Institute of Governmental Affairs have included: Police Administration for Command and Supervisory Personnel; Administration for Police Executives; Executive School for Sheriffs; and "Training the Training Officer", a 4-week course for Training Officers and Instructors.

The University of Wisconsin - Milwaukee School of Social Welfare has received a planning grant from the Office of Law Enforcement Assistance (OLEA), U.S. Department of Justice, to develop a baccalaureate program in police education. The objective is to train police personnel who are educated in the tradition of a broad liberal arts orientation with a special emphasis on social control. The program is still in the planning stages.

The University of Wisconsin - Madison has initiated a Police Officer in Residence Program financed by the Ford Foundation. The first Senior Police Fellow was appointed on August 1, 1966 and remained in residence at the law school through August, 1967. Although the program provides potential for in-depth training of a small number of selected, high-ranking officers, its major focus is on the contribution that the participating officer can make to the understanding of police problems among members of the university community.

The University of Wisconsin Law School has also initiated a Police Internship Program. The program, which is entering its third year, places law students in several law enforcement agencies during the summer between their second and third years of study. The objectives in establishing the internship program were: (1) to contribute toward the education of law school students in a way that might eventually bring about a greater concern and more informed involvement on the part of the legal profession in matters relating to law enforcement; (2) to contribute in a more direct manner toward the improvement of law enforcement through the day-to-day work of the interns.

Each year a seminar is conducted at the University of Wisconsin Law School in "Problems of Policing". This seminar acquaints many students who are not police interns with the major problems of law enforcement - particularly with reference to policing in the ghetto areas. The faculty and graduate students of the law school are also conducting needed research in the law enforcement policy formulation area.

(2) The Wisconsin State Universities

The Wisconsin State University at Platteville has become the first educational institution in the state to offer an undergraduate major in police science. This bachelor of science degree was approved by the Coordinating Council for Higher Education in March 1968 and went into operation in September 1968. This program was developed under a 2-year grant from the Office of Law Enforcement Assistance. Platteville also conducts an extension program in law enforcement through the Institute of Public Affairs, funded under Title I of the 1965 Higher Education Act.

The Wisconsin State University at Oshkosh has developed a Police Administrative Certificate Program. The basic objective of the program is to expose police officers, particularly those whom their departments wish to train for administrative responsibilities, to instruction in 4 broad fields of specialization: political science (including public administration and law enforcement), sociology (especially criminology), psychology, and economics. In order to enter the certificate program the student must have satisfactorily completed 12 semester credits from within the regular university curriculum. The certificate program itself consists of a minimum of 36 semester hours.

(3) Vocational, Technical and Adult Education

Two-year associate degree programs are presently offered at Milwaukee Technical College and Kenosha Technical Institute. The curricula embrace not only technical subjects such as patrol procedures, firearms, defensive tactics and criminal laboratory techniques, but also general education offerings such as psychology of human relations, introduction to

sociology, administration of justice and American government. In addition, the State Board of Vocational, Technical and Adult Education and the Coordinating Council for Higher Education have approved the development of an associate degree police science technology program at the Madison Technical College.

The Beloit Vocational, Technical and Adult Education School provides a program of pre-service recruit training for the 3 major law enforcement agencies in Rock County. When there is room available, law enforcement personnel from other areas may participate in the training program on a tuition basis. Officers receive instruction in first aid, traffic law, criminal law, traffic accident investigation, communications and police techniques, typing, dictation and numerous other law and police related subjects.

In addition, the State Board of Vocational, Technical, and Adult Education conducts extension in-service training throughout the state. The board has a Law Enforcement Supervisor who offers assistance in developing, planning and presenting whatever kind of police training program is requested by a department. These services are available to any state law enforcement agency upon request and without charge. Although these training programs occasionally include materials on legal or sociological problems, the focus is largely on the technical aspects of police operations. (See Appendix A; p.43)

(4) Marquette University

Marquette University has developed a 16-week program funded under Title I of the 1965 Higher Education Act. It is primarily designed for law enforcement supervisory personnel. Beginning September 1968, Marquette has also approved a program that will offer an associate degree in arts in law enforcement. The program will involve 2 years of study. The 64-credit program will include courses in philosophy, psychology, sociology and literature - as well as courses in criminal and juvenile law.

Marquette University Law School conducted a Law Enforcement Institute in the fall of 1967. This 24-hour program, open to law enforcement officers and others interested in law enforcement problems, covered a wide range of criminal-justice-related matters. The material was presented so as to emphasize the inherent problem of police activity and departmental standards that are in conflict with, or fall short of, the requirements of the law. This program will be continued.

(5) Other programs

Some other outside courses available to Wisconsin law enforcement officers are conducted at: a) The F.B.I. Training Academy; b) The State Patrol Academy at Camp McCoy; c) The Northwestern Traffic Institute; d) The Southern Policeman's Association Training School at Louisville, Kentucky; and e) The Minnesota Highway Patrol course. In addition, in a recent speech before the Wisconsin Chiefs of Police Association convention, Governor Knowles stated that if reelected, he would propose legislation to establish a state police training academy. This academy would provide recruit and in-service training to all the local police agencies in the state.

IV. PROBLEMS OF RECRUITMENT

From the previous evidence it seems rather obvious that quality law enforcement demands well-trained police officers and that at the present time well-trained police officers are in very short supply. The next question that must be faced is: How does a police department raise its employment and promotion standards through increased training require-

ments while being confronted with a constantly decreasing supply of potential candidates and a sharp increase in competitive recruitment on the part of other agencies. Any discussion of raising standards for police officers must take into consideration the present problem of recruitment. Almost all large departments in the United States are substantially below their authorized strength. The President's Crime Commission reported that police departments, on the national average, are 10% below strength. The commission reported that a 1965 survey of about 300 police departments -- including nearly all of the large city departments -- showed that 65.5% of the forces polled were below authorized strength. The average force was 5% below its quota. The average large-city force was about 10% below standard capacity.⁴⁰ At the end of 1966 the Milwaukee police force reported that there were 80 vacancies out of the 2,000 man force. The Miami department reported 50 vacancies out of an authorized strength of 650; Indianapolis, 50 out of 941; San Francisco, 44 out of 1,786; Dallas, 173 out of 1,480; Des Moines, 21 out of 259.⁴¹ (However, Multnomah County, Oregon, the only police agency in the country which requires a college degree, takes pride in the fact that they are only 1% below their allocated recruitment level.)⁴²

The President's Crime Commission attributed the shortage of police personnel not to the availability of candidates but rather to the availability of qualified candidates. The commission pointed to a 1961 survey which indicated that the police department acceptance-of-candidates rate dropped from 29.9% in 1956 to 22.3% in 1961.⁴³ An even further reduction rate is suggested by more recent experiences in 2 large metropolitan areas. In 1965 Washington, D.C. was able to hire less than 10% of the people applying. Los Angeles reported that only 2.8% of police applicants were accepted, and 4.9% of the applicants for county sheriff's police were hired.⁴⁴ There are, however, several suggestions of methods to alleviate this recruitment problem. They include increased salaries, personnel mobility, more flexible qualifications, increased recruitment, and restructured police work.

A. Increased Salaries

In 1966, according to the President's Crime Commission, median starting salaries for policemen ranged from \$4,920 a year in smaller communities to \$5,834 in cities of over 500,000 population. More important, except for the handful who go on to higher ranks, policemen have scant prospect for significant increases. The commission noted that the median top salary for patrolmen was only \$730 above the starting level in smaller communities and \$1,174 above the starting level in larger cities. (See Table X) In 1967 law enforcement salaries averaged \$5,800 per year in Wisconsin and this included all levels. See Table XI for 10 selected Wisconsin cities police salary ranges. Of the 228,789 sworn personnel reported in the 1960 Census of Occupational Characteristics, only 464 earned salaries of more than \$14,000 and only 4,500 earned over \$10,000. The median salary for the top police executive, the police chiefs, ranged from \$7,504 in smaller communities to \$17,600 in cities of over 500,000 population. In only 8 of 38 cities of between 300,000 and one million population did captains receive more than \$11,000. Sergeants received \$9,600 or more in only 9 cities. Although it is difficult to determine what occupations or professions compete with the police for personnel, it can be seen that the police salaries are below those of most skilled occupations. In 1960 the median salary for professional and technical workers was \$7,124; for craftsmen and foremen, \$5,699; and for police, \$5,321.⁴⁵

According to the President's Commission on Crime and Law Enforcement, police salaries in nearly all cities will have to be raised if starting and maximum salaries for the police service are to be made competitive with salaries offered by other employers who seek men of the same age, ability, education, and experience. For example, the commission recom-

TABLE X: POLICE DEPARTMENT MEDIAN SALARIES

<u>Classification</u>	<u>Median Entrance Salary</u>	<u>Median Maximum Salary</u>
Population Group		
Over 500,000	\$6,556	\$7,591
250,000 to 500,000	6,816	7,740
100,000 to 250,000	6,000	7,000
50,000 to 100,000	6,247	7,371
25,000 to 50,000	6,000	6,996
10,000 to 25,000	5,769	6,592
Geographic Region		
Northeast	6,000	6,920
North Central	6,150	6,960
South	4,887	5,640
West	6,947	8,184
City Type		
Central	5,880	6,800
Suburban	6,419	7,573
Independent	5,200	5,978

Source: 1968 Municipal Year Book, p. 352.

mended that, based on 1967 wage levels, in order to attract college graduates in many cities starting salary ranges of from \$7,000 to \$10,000 will be required with maximum salaries for police agents exceeding \$15,000. Special agents for the Federal Bureau of Investigation now earn starting salaries of \$8,421 and can ultimately earn \$16,905 in the same position. Since in the foreseeable future not all police officers will have college degrees, the commission recommended that salaries for those with high school degrees and some college should be made competitive with skilled laborers. In many communities, the commission suggested that this will require a starting salary between \$6,000 and \$9,000 with a maximum salary of at least \$12,000. Many large departments are already paying beginning salaries to patrolmen which fall within this range. For example, the San Francisco Police Department has a starting salary of \$8,220; Los Angeles \$7,692, and New York, \$7,032. But in these departments as well as nearly all others, the maximum salary opportunity is limited. Although the starting salary in San Francisco is comparatively high, the maximum salary for patrolmen is only \$600 higher.⁴⁶ Recent wage negotiations in both Madison and Milwaukee have led to considerable increase in salaries. The Madison police will receive approximately a \$100 a month raise as of January, 1969.⁴⁷

Table XI: Law Enforcement Personnel Salary Ranges in Selected Wisconsin Municipalities
January 1, 1968

Municipality	Chief of Police	Inspector	Captain	Lieutenant	Detective	Sergeant	Patrolman (Foot)	Patrolman (Squad)
Milwaukee	\$1,777- 2,227	\$ ---	\$900- 1,798	\$851- 1,207	\$754-816	\$754-816	\$600-725	\$600-725
Madison	1,042- 1,260	864- 1,042	748-905	621-748	601-714	577-682	534-621	534-621
Racine	1,174- 1,266	858- 959	780-815	728-755	693-721	693-721	---	618-652
West Allis	1,196- 1,305	1,002- 1,094	873-952	808-882	697-761	743-811	606-662	606-662
Kenosha	952 1,112	853- 888	760-790	705-735	705-735	550-630	550-630	550-630
Green Bay	875 1,035	---	720-755	660-690	600-630	600-630	490-570	490-570
Wauwatosa	1,125	---	969	900	761	771	471	694
Appleton	788- 928	761- 831	761-831	670-705	600-640	635-660	500-580	515-595
LaCrosse	945- 1,075	---	735-765	658-685	584-610	584-610	488-552	488-552
Sheboygan	889- 1,087	695- 846	662-806	601-731	548-662	548-662	497-574	497-574

Source - Wisconsin Department of Administration, Bureau of Personnel, "1968 Summary Tabulation of Salaries, Selected Municipal Police Department Positions".

B. Personnel Mobility

Under existing police structures, nearly all local enforcement agencies restrict advanced appointments to personnel within the department. The only exception to this restriction is that some departments exempt the position of chief administrator from civil service, and it is possible for persons who are not in the department to compete for this position. A consequence is that America's police personnel are virtually frozen into the departments in which they started. They cannot transfer from one department to another without beginning again at the "bottom". Departments are not able to recruit the trained management personnel or technical experts that they might need. The entry level standards are thus designed to produce patrolmen for the here and now. No provisions are made for the development of good leaders. Furthermore, many potential administrators are enticed away from police work by the possibilities of more rapid promotion and ascension to a position of responsibility in other fields.⁴⁸

The Crime Commission recommended that college graduates should be eligible to serve as police agents after an adequate internship - similar to management trainee programs in industry. In addition the commission recommended that persons who have adequate education and experience should be allowed to enter directly into staff and administrative positions.⁴⁹

Suggestions have been made to solve the problem of personnel mobility by paying a realistic scale for tenure without artificially elevating the pay scales by inserting the concept of rank. This then takes the form of wider salary brackets for patrolmen or comparable entry grades. The federal classified service has been doing this for years. Within law enforcement, the FBI and the various Treasury agents have long made a distinction at the pay table between the supervisor and the long-term skilled technician. Financially they both come away well rewarded, and those men who want financial reward but do not wish to take on the role of an executive are not frustrated. At the same time, trained administrators can be attracted to police administration.⁵⁰

C. More Flexible Qualifications

(1) Residency qualifications

A major deterrent to recruiting is local restrictions on the residency of applicants. A 1961 survey by the International Association of Chiefs of Police revealed that nearly 75% of the responding departments had pre-service residency requirements varying from 6 months to 5 years. These requirements can be traced back to the depression era when employment was scarce and municipalities attempted to give job preferences to local residence. Since nearly all police departments are encountering great difficulty in filling current positions, these restrictions now primarily serve to inhibit attempts to recruit the needed personnel. Nearly all police experts are calling for the removal of these requirements. In addition, a recent report by the American Bar Association also made this suggestion. The 1967 Municipal Year Book survey indicated that cities which do not require residency until after employment are more likely to extend their recruitment activities beyond their own municipal jurisdictions. Thus, this kind of residency requirement allows considerable more flexibility in recruitment than those requirements which demand residency at time of application.⁵⁴ Chapter 438, Laws of 1963, abolished a one-year residency requirement for candidates for police employment in Wisconsin.

(2) Physical requirements

The President's Commission on Crime found requirements on physical stature and condition in many departments unduly restrictive, with the result that many applicants who may otherwise have exceptional qualifications are summarily rejected because of height, weight, or vision. A 1956 survey conducted by the International Association of Chiefs of Police revealed that nearly 85% of the police departments surveyed had a mandatory height requirement of 5'8" or over. While physical characteristics and conditions such as freedom from disabling diseases or physical handicaps should be carefully considered in the selection process, the commission urged that factors such as height should be considered along with other attributes of the candidate, rather than be automatically disqualifying.⁵⁵

The same criterion should be applied to vision requirements. The commission pointed to the fact that although most police departments require near perfect, uncorrected vision of all applicants, other occupations in which excellent vision is of equal necessity, have less stringent standards. The Federal Aviation Agency, for example, will license commercial pilots whose vision is 20/100 as long as the vision is correctable to 20/20. Professional athletes who participate in such body contact sports as hockey or football often wear contact lenses, and this does not adversely affect their ability to perform. Furthermore, police departments continue officers in employment after selection even though they subsequently require corrective lenses.⁵⁶

For this reason suggestions have been made that police administrators should be given the discretion to establish flexible standards. These standards may vary in relationship to the position being filled. For example, if a person is hired from outside the department to fill a staff position, physical stature and vision would not have to meet minimum standards required of sworn personnel. In 1965, the Philadelphia police department lowered the height minimum from 5'8" to 5'7" and began accepting recruits with vision defects correctable with glasses. Minneapolis and Chicago have also reduced their height requirements.⁵⁷

(3) Age qualifications

If police departments required all applicants to possess a college degree, a minimum age requirement of 21 would not create a significant problem. But as long as the police continue to recruit even junior college graduates or high school graduates, the President's Crime Commission reported that it is essential that some change be made in the present minimum age requirement of 21 in order that the police may compete more effectively for the younger men. There are at least 2 potential methods of overcoming this problem. First, the minimum age requirement for police service could be reduced to 18, 19 or 20. This would allow the police to recruit persons before they have become committed to other careers. At least 5 cities Chicago, Oak Park (Michigan), Minneapolis, Houston and Dallas already hire persons under the age of 21 to serve as police officers.⁵⁸

A second method for bridging the gap between graduation from high school and the age of 21 is the development and refinement of cadet programs. Under the traditional cadet or trainee program, a police department hires persons between the ages of 17 and 21 and assigns them the responsibility of performing nonsworn police tasks or assisting sworn officers until they qualify to take the entrance examination. The cadet has agreed, prior to accepting employment, that he will attend a recognized college or university and major in police science and administration. Such a program has been in existence in England since the 1930's and now constitutes the primary source of recruiting men to police service. In 1966 a survey by the National League of Cities reported that 52 police departments in the United States had cadet programs. In Wisconsin, the Racine, Kenosha, Milwaukee and Madison police

forces have such programs.⁵⁹ However, the Crime Commission reported that presently most cadets perform clerical functions only, therefore learning little about police work or the rewards of a police career. The commission suggested that if cadets were given financial aid to continue their education and received intensive police training, assisting police officers and police agents, as well as performing noncrime related functions, cadet programs could serve as a valuable recruiting device and as a method for upgrading the quality of personnel.⁶⁰

D. Increased Recruitment

The lack of recruiting activity has been cited by the President's Commission on Law Enforcement and Administration of Justice as one of the reasons for a shortage of qualified recruits. The commission recommends that police departments "set up recruiting stations, address clubs and civic groups, advertise, answer questions, and make it known that police work has many attractions and opportunities". Another suggestion made by the commission is for police departments to organize and participate actively in regional or state-wide recruiting programs. Thus, recruitment must not only increase in scope but ideally must also become a cooperative effort.⁵¹ The 1967 Municipal Year Book survey indicates that most cities (70%) limit their recruitment endeavors to their city only or to their immediate locale. Only 338 cities (30%) reported recruiting throughout their entire state, or a larger area. Of a total of 1,125 reporting cities, only 12% (138 cities) indicated that they participated in a joint recruitment program with other jurisdictions.⁵² The President's Commission on Law Enforcement and the Administration of Justice also emphasized the need for intensifying recruitment efforts in inner-city areas in order to attract more minority group applicants.⁵³

E. Restructuring Police Work

In 1968 Dr. Robert Riggs of the Planning Research Corporation completed a study of the 10 largest cities in the United States. He found that patrol and field officers spend 10 to 15% of their time on crime matters and 70% on miscellaneous public services. He urged that policemen be trained for one or the other, but not both, and that they be assigned to jobs requiring their particular skills.⁶¹

Prior to Dr. Riggs' study, in 1966 Los Angeles had made a 6-month study of police operations. Specialists studied work assignments, manpower allocations and administrative procedures. This investigation was headed by a city administrative officer who formerly was an FBI agent. The team recommended hiring civilians or retired policemen to free several hundred active police officers from desk jobs; new procedures and equipment for minimizing paper work; elimination of a police band that tied up 40 officers; pooling some police and sheriff's functions, such as booking and the handling of prisoners.⁶² After 6 months of working with these suggestions, the Los Angeles Police Department seemed pleased with the results.⁶³

A specific example of the kind of restructuring of police work that can be done is traffic control. Approximately 25% of police man hours in the United States are devoted to traffic functions - primarily directing traffic at intersections. Since the qualifications for directing traffic are not nearly as exacting as they are for police duties generally, the International Association of Chiefs of Police has urged that a large part of the manpower shortage currently plaguing police departments in large cities could be eliminated if traffic control tasks were turned over to special personnel. In accordance with the attempt to restructure police work as cited in the previous paragraph, in 1967 Los Angeles became the first major United

States city to use civilians to direct traffic. The Los Angeles police department sent 33 newly recruited citizens out into busy intersections as full-time traffic control officers. They had just completed a 2-week training course - compared with the usual 20 weeks it takes to train qualified police recruits. They wear uniforms but carry no guns, are not sworn officers and have no authority to issue citations or make arrests. They can, however, file complaints, like any other citizen. Physical requirements for these positions are less rigid than for the police force. The department saves money 2 ways: traffic control officers are paid less and cost less to train. The primary advantage of this program and other attempts to utilize personnel other than trained police officers or police agents is that it frees trained persons for the work that better utilizes their training.⁶⁴

Twenty years ago when a serious manpower shortage developed in the Milwaukee Police Department, the late John Polcyn, then chief, requested part-time school crossing guards. The objective was to cut down the 1,500 police man hours a week that went into guarding school crossings and to free more men for regular law enforcement duties. It took 4 years for this idea to become policy but now few would suggest assigning police officers to handle all school-crossing work. It has only been in recent years that the Milwaukee police have no longer been required to deliver the "2nd notice" on overdue library books. Other efforts, however, to free policemen from routine tasks - clerical, meter checking, communications, and so forth, have met with considerable opposition.⁶⁵ The Madison City Council has recently approved a wage negotiation report by Professor Nathan Feinsinger. This report contained, in addition to a request for a substantial pay raise, a recommendation for the creation of the position of a community service officer. Routine nonprofessional duties now being performed by patrolmen would be reassigned to the community service officer, who would be a lower paid employe.⁶⁶

V. INCENTIVES FOR EDUCATION AND TRAINING

A. Incentive Pay Plans

A major incentive for increasing the educational and training standards of police personnel is the accessibility of programs which can be useful for police personnel. Another most important incentive for increasing the education of the police is to raise the pay of men who have been to college or have received other advanced training. A typical system is that of Lynwood, California, a Los Angeles suburb, that pays its officers a bonus of up to \$40 a month for having completed some college courses. The city also picks up half the costs for tuition. Daytona Beach, Florida, goes even further. It extracts a signed promise from the police recruits that they will attend Daytona Beach Junior College until they get a 2-year degree. The city pays all tuition and book costs, and when the policemen graduate, it raises their pay to the next highest civil service step. The vast majority of cities, however, still offer no concrete benefits to their officers who enroll in college. In 1967 there were only 15 police departments which reported having educational pay incentive plans. In addition to improving the quality of the educational background of the police, these educational incentive programs might well provide the added incentive necessary to recruit the needed personnel.⁶⁷

Waukesha became the pioneer in offering such incentives in Wisconsin in 1967. Its incentive plan offers up to 5% more pay for policemen who have earned college credits. In the past year similar plans have been initiated in Mequon and Madison, and recent salary negotiations in Milwaukee have also led to an agreement which will include an educational incentive program.⁶⁸

B. Minimum Training Standards by State Laws

(1) Present status of state laws

(a) **KINDS OF APPROACHES** - The states have taken basically 3 different approaches in their efforts to aid localities in upgrading their educational standards for law enforcement personnel. (See Table XII)

States may initiate a voluntary program in which standards are established, but it is left up to the local police agencies as to whether they have their personnel trained under the state-wide standards or whether they have them trained at all. The major virtue of this kind of law is that it creates a commission of experts in the law enforcement field which provides guidance to the local agencies as to the standards that should be used in the selection and training of their law enforcement personnel. These commissions often establish or encourage the establishment of training curricula. As of August 1968, 14 states had this kind of legislation: Arizona, Arkansas, California, Colorado, Illinois, Kansas, Kentucky, Michigan, Montana, Rhode Island, South Dakota, Tennessee, Texas, and Washington.⁶⁹

A second alternative open to the states is to establish minimum training educational standards and require that all police officers within the given state must successfully complete the prescribed training program before they can receive a permanent appointment. Seventeen states have this type of mandatory law: Connecticut, Florida, Indiana, Iowa, Maryland, Massachusetts, Minnesota, Nevada, New Jersey, New York, North Dakota, Ohio, Oklahoma, Oregon, Utah, Vermont and Virginia. Eight of these states - Connecticut, Iowa, Minnesota, Nevada, New Jersey, North Dakota, Oklahoma, and Oregon had voluntary programs prior to the adoption of the mandatory program. A lack of participation by local agencies in the voluntary-type programs reportedly prompted the adoption of mandatory standards.⁷⁰

A third approach that several state legislatures have taken is to authorize state agencies to present courses which local officers may attend at the option of their employers. For example, Illinois and Nebraska have by statute authorized training courses for local police on the campuses of their state universities. In Illinois, the training agency is the Police Training Institute at Urbana; and in Nebraska, the extension service of the University of Nebraska. In Arkansas and Pennsylvania the statutes empower the state police to provide training courses for local officers. The Superintendent of the Bureau of Criminal Apprehension has the same statutory authority in Minnesota, and the State Crime Laboratory in Wisconsin. The Florida local police training statute provides that the Sheriff's Bureau, composed of the Governor, Attorney General and 5 sheriffs, may authorize any state university or other institution to provide basic training for local police.⁷¹

(b) **FINANCING** - One of the major obstacles to increased training is cost. This problem has been met by the states in a variety of ways. In states such as New Jersey, the programs are financed through the state's general fund. In Mississippi the law provides that the legislature may appropriate funds to carry out the intent of the act. In Maryland the act was passed with no financial provision of any type. The Illinois act provides the maximum of \$500 to train each officer. California provided for financing by allocating a certain percentage of each fine levied in the criminal courts. Some of the states, such as Washington and California, have provisions to reimburse the police agencies involved for 50% of the salary of the officer trained, in addition to 50% of his living expenses. Colorado and Minnesota do not have any fees for officers attending their schools, while Montana and North Dakota require that officers attending be reimbursed by the employing authority.⁷² (See Table XII)

TABLE XII - STATE LAWS CONCERNING POLICE TRAINING STANDARDS

State	Effective Date	Type of Law	State Financial Incentives to Localities			Commission Determines Min. Curriculum Standards				
			Reimburse Locality	Assume Program Cost	Provide Program, Costs paid by Localities	Certification	Recruit (Required Hours)	In-Service	Advanced	Supervisor Management
Arizona (Ch.209)	5/68	V	50%-S 50%-L&T			X				
Arkansas (Ch. 526)	3/63	V		X		X	150 BR			
California (S. 13500 PC)	1959	V	50%-S 50%-L&T	X		X	200 BR		X	X
Colorado (Ch. 263)	5/65	V			X		222 BR	X	X	X
Connecticut (S. 7-294)	2/65	M				X	160 BR	X		
Florida (Ch. 67)	6/67	M	50%-S 50%-L&T			X	200 BR	X	X	
Illinois (Ch. 85)	8/65	V	50%-S 50%-L&T			X	160 BR			
Indiana (Ch. 209)	3/67	M		X		X	160 BR			
Iowa (Ch. 112)	7/68	M	X			X	160 BR			
Kansas (HB 1137)	7/68	V					120 BL			
Kentucky (SB 385)	6/68	V			X					
Maryland (MCA S. 70A)	6/66	M				X	16 BR			
Massachusetts (Ch. 564)	6/64	M					210 BR			
Michigan (Art. 203)	1/66	V	50%-S 50%-L&T			X	120 BR			

TABLE XII - STATE LAWS CONCERNING POLICE TRAINING STANDARDS - Cont'd

State	Ef- fec- tive Date	Type of Law	State Financial Incentives to Localities			Commission Determines Min. Curriculum Standards				
			Re- imburse Locality	Assume Program Cost	Provide Program, Costs paid by Localities	Cer- tifi- cation	Recruit (Required Hours)	In- Service	Ad- vanced	Super- visor Manage- ment
Minnesota (M.L. Ch. 626)	7/67	M			X	X	160-Rural) 200-Urban) BL			
Montana (Ch. 52)	6/59	V			X	X				
Nevada (Title 16)	1965	M					72 BL			
New Jersey (52: 17B-66)	1965	M			X	X	240 BR			
New York (S. 484)	7/59	M			X	X	240 BR	X	X	
North Dakota (Ch. 12-61)	7/67	M			X	X	160 BR	X		
Ohio (S. 109.71)	6/65	M				X	120 BR			
Oklahoma (Title 70)	2/67	M				X	120 BR	X	X	
Oregon (Stat. 81620)	1/68	M				X	120 BR			
Rhode Island (42-28-25)	1967	V		X		X				
South Dakota (SB 128, Ch. 161)	2/66	V				X	106 BR			
Tennessee (S. 38-801, Ch. 8)	3/63	V			X					
Texas (Art. 4413)	5/67	V				X	140 BR			
Utah (SB 66, Ch. 103)	7/67	M				X	200 BL			

TABLE XII - STATE LAWS CONCERNING POLICE TRAINING STANDARDS - Cont'd

State	Ef- fec- tive Date	Type of Law	State Financial Incentives to Localities			Commission Determines Min. Curriculum Standards				
			Re- imburse Locality	Assume Program Cost	Provide Program, Costs paid by Localities	Cer- tifi- cation	Recruit (Required Hours)	In- Service	Ad- vanced	Super- visor Manage- ment
Vermont (Bill No. 189)	4/67	M				X		X	X	
Virginia (Ch. 740)	7/68	M						X	X	
Washington (SB 50)	3/65	V	X			X				

M = Mandatory

BR = By Rule

V = Voluntary

BL = By Law

Source: Kassoff, Norman C., Nickerson, John M., and Pillsbury, Kenneth, "The State of the Art", The Police Chief, August, 1968, p. 76-77.

(c) STANDARDS SET - Only 4 states - Kansas, Minnesota, Nevada and Utah - include in their minimum state-wide standards for law enforcement the number of training hours needed to become a police officer. These provisions range from 72 to 200 hours of training. The great majority of the existing laws call for the creation of a training commission, in most cases to "establish the standards needed" for officers entering training and to prescribe the course content and length of time to be devoted to the program. Rhode Island does not have a commission, but the Superintendent of the State Police sets the requirements for the state-wide training program. In Michigan, an 11-man training council is composed of 10 police representatives and one member nominated by the Metropolitan Club, a fraternal organization dedicated to the support of law enforcement. Mississippi authorized the Commissioner of the Public Safety Department to establish and maintain a law enforcement officer's training academy. He alone establishes the curriculum and determines who will attend.⁷³ (See Tables XIII and XIV)

(2) Suggested alternatives

(a) THE PRESIDENT'S CRIME COMMISSION - The President's Crime Commission predicted that a state commission on police standards could do much to improve local law enforcement. Without removing control of law enforcement from local agencies, the commission suggested 4 areas of activities for state commissions: 1) establishment of adequate personnel selection standards; 2) development of training procedures and programs; 3) coordination of recruitment efforts; and 4) improvement of police organization and police operations. The Crime Commission felt that a state police standards commission could be of most immediate help in strengthening recruit, in-service and career-development training. According to the Crime Commission, a state commission on police standards should take responsibility for the implementation and administration of state-wide training programs, including the development of curriculum, setting of standards for facilities, and preparing of course materials and training aids. It should also help recruit and orient instructors and provide grants for developing better teaching materials and methods.⁷⁴

(b) THE MODEL POLICE STANDARDS ACT - The Advisory Council on Education and Training of the International Association of Chiefs of Police, which is made up of members from state, municipal and county police organizations, as well as educational and governmental institutions, worked for 2-1/2 years developing a Model Police Standards Act. This act, completed in 1967, has 6 major provisions: 1) The commission is composed of a cross section of police officials representing the various levels of government, local officials, representatives of higher education, the attorney general, the head of the state police, plus 3 public members. 2) Police officers already serving under permanent appointment on the effective date of the act are not required to meet any standards established by the act either to continue their employment or to be eligible for promotion. 3) The commission shall, as soon as possible, establish mandatory education and training requirements for permanent employment. According to this model act, one of these requirements should be a bachelor's degree from an accredited institution. The commission would also approve the police training schools. 4) The commission shall also set other qualifications for employment and promotion of police officers, including minimum age, education, physical and mental standards, citizenship, good moral character and experience. 5) The commission shall establish and maintain police training programs through such agencies and institutions it deems appropriate. 6) The commission shall authorize the reimbursement, to each political subdivision or state agency, of 50% of the salary and allowable tuition, living and travel expenses incurred by the officers in attendance at the approved training programs, if the political subdivisions

TABLE XIII - POWERS OF THE COMMISSIONS

State	Consult With Other Agencies	Approve facilities and Institutions	Make Studies and Surveys	Make Recommendations	Employ a Director and Personnel	Promulgate Rules and Regulations	Evaluate For Compliance	Establish and Maintain Training Programs
Arizona	X			X	X		X	
Arkansas					X			X
California	X	X	X	X	X	X	X	X
Colorado						X		
Connecticut	X	X		X	X	X	X	
Florida	X	X	X	X	X	X		X
Illinois		X			X	X		X
Indiana	X	X	X	X	X	X	X	
Iowa	X	X	X	X	X	X	X	
Kansas		X			X	X		
Kentucky		X	X	X	X	X	X	X
Maryland	X	X	X		X	X	X	
Massachusetts		X			X	X		
Michigan	X	X		X	X		X	
Minnesota	X	X	X	X	X	X		
Montana				X		X		
Nevada	X	X				X	X	
New Jersey	X	X	X	X	X	X	X	
New York	X	X	X	X	X	X	X	
North Dakota	X			X	X	X		

TABLE XIII - POWERS OF THE COMMISSIONS - Cont'd

State	Consult With Other Agencies	Approve Facilities and Institutions	Make Studies and Surveys	Make Recommendations	Employ a Director and Personnel	Promulgate Rules and Regulations	Evaluate For Compliance	Establish and Maintain Training Programs
Ohio	X	X	X	X	X	X	X	
Oklahoma		X	X	X		X	X	
Oregon		X	X	X		X	X	
Rhode Island								
South Dakota				X				
Tennessee	X							
Texas	X		X	X			X	
Utah	X	X	X	X	X	X		X
Vermont	X	X	X		X	X		X
Virginia	X	X	X	X	X	X	X	X
Washington	X						X	

Source: Kassoff, Norman C., Nickerson, John M., and Pillsbury, Kenneth, "The State of the Art", The Police Chief, August, 1968, p. 76-77.

TABLE XIV - COMPOSITION OF POLICE STANDARDS COMMISSIONS

State	Head of State Police	Attorney General of State	Police Chiefs	Sheriffs	FBI	Mayors	City Mgrs.	Educators	Police Assoc.	Private Citizens
Arizona	1	1	2	2				1		2
Arkansas			1	1					1	
California		1	5				4			
Colorado		1	3	3	1					1
Connecticut	1				1	1			1	8
Florida	1	1	3	3	1			1	2	
Illinois	1	1	1	2	1	2	2		1	1
Indiana	1		3	2				1		4
Iowa		1								
Kansas	1		3	2	1				2	1
Kentucky	1	1	5	1	1		1	2	2	1
Maryland	1	1	1	1				1	2	
Massachusetts			3						1	
Michigan	1	1	3	3					2	1
Minnesota	1	1	2	2	1				2	2
Montana		1	1	1	1				1	
Nevada			3		2					
New Jersey	1	1			1	1		1	2	2
New York				3	2				1	3
North Dakota	1	1	1	1				1		

TABLE XIV - COMPOSITION OF POLICE STANDARDS COMMISSIONS - Cont'd

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State	Head of State Police	Attorney General of State	Police Chiefs	Sheriffs	FBI	Mayors	City Mgrs.	Educators	Police Assoc.	Private Citizens
Ohio	2		2	2	1			2		
Oklahoma					1			1	1	
Oregon			2							
Rhode Island										
South Dakota	2		1	1	1					2
Tennessee										
Texas										
Utah		1	1	1	1	2				3
Vermont			2	2	1					2
Virginia	1	1		1	1			1	3	
Washington	1	1	2	2	1	2				

Source: Kassoff, Norman C., Nickerson, John M., and Pillsbury, Kenneth, "The State of the Art", The Police Chief, August, 1968, p. 76-77.

or state agencies adhere to the selection and training standards established by the commission. This law would be mandatory in nature, prohibiting permanent employment beyond one year unless the new employe has met these educational and training qualifications. In addition, the act provides for the commission to establish standards involving promotion of police personnel at all ranks.⁷⁶

(See Appendix B for the text of the model act.)

(3) Minimum standards in Wisconsin

Primary impetus for the establishment of minimum standards in Wisconsin has come from the Governor's Commission on Law Enforcement and Crime. The commission was created by Governor Knowles in November 1965 to seek improved methods of meeting the increasing problems in the administration of criminal justice. In answer to a request from the President in April 1966, the Governor designated the commission as the state planning committee for coordinating federal assistance with the state's efforts in the area of administration of criminal justice.

Wisconsin does not have any state-wide law enforcement selection or recruitment standards other than the basic requirement of United States citizenship. Nor are there any state-wide law enforcement training standards. A program to develop minimum standards of selection and training for local law enforcement officers on a mandatory basis was begun in January 1967 with the organization of an ad hoc committee consisting of law professors and state officials, and a law enforcement advisory committee consisting of 19 representative members of local law enforcement, so chosen as to represent various types of agencies as well as geographic areas. The commission staff drafted a bill along the lines of the Model Police Standards Act. After final approval by the commission, the bill was introduced in the Wisconsin Senate on March 10, 1968, by Senator Robert W. Warren (Republican), and Senator Henry Dorman (Democrat), both members of the commission.

The bill, 1967 Senate Bill 215, provided for the establishment of a Law Enforcement Standards Board of 12, consisting of 3 representatives of law enforcement, 2 representatives of higher education, 2 representatives of local government, 2 representatives of the public, one district attorney, the Attorney General, and the Special Agent in charge of the Milwaukee office of the Federal Bureau of Investigation. The FBI member would serve in an advisory capacity without a vote. The board would have authority to establish minimum standards of training and employment qualifications for individuals applying for permanent, full-time appointment as local law enforcement officers in any subdivision of the state. State employes, elected state and county officials, and chiefs of police in cities and villages with populations of 10,000 or more were exempted. The bill provided a system of reimbursement grants to local governments of up to 50% of the salaries, tuition, living and travel expenses of trainees attending recruit courses duly approved by the board. A grandfather clause protected the rights and tenure of law enforcement officers presently on a permanent employment basis.

A fiscal note to the bill was submitted to the Legislature based upon a budget of \$396,000 for the 1967-69 biennium. The first year, 1967-68, called for an appropriation of \$179,000 on the basis of an estimated 9 or 10 months of actual operation. The second year, 1968-1969, which would have seen the board on a 12-month operation basis, called for \$217,000. Of this amount, \$140,000 applied to the system of reimbursement grants mentioned above. An additional \$25,000 was allocated to training expenses. The remainder of \$52,000 covered operating expenses. As approved by the commission, financing would be

provided through appropriations from the general fund.

A campaign was conducted throughout the state by means of appearances on the part of the commission staff before law enforcement groups, local government committees, and civic and service clubs. Personal and organization contacts were also made. Unanimous support was supplied by the leading law enforcement organizations in the state, and the Milwaukee Journal expressed editorial support for the bill. There was no opposition expressed to the principles of improved training and higher standards for local law enforcement, and the only tangible opposition which developed related to the mandatory powers assigned to the Law Enforcement Standards Board. This opposition appeared mainly in the form of amendments designed to convert the bill from a mandatory to a voluntary basis.

On December 5, 1967, the bill was debated in the Wisconsin Senate, the amendment designed to convert it to a voluntary basis was defeated 24 to 8, and the bill was passed 28 to 4. In the State Assembly, an identical bill, 1967 Assembly Bill 544, had been reported favorably by the Judiciary Committee on a vote of 6 to 1, after an amendment to convert it to a voluntary basis had been defeated in committee. The Assembly bill was tabled to make way for the Senate bill in the Assembly, but the Legislature adjourned on December 17, 1967, before the bill came to a vote on the Assembly floor.

A third bill was introduced into the 1967 Legislature to establish a commission for police standards in the Attorney General's office. 1967 Assembly Bill 610 would have set up a commission composed of the Attorney General and 4 members to be appointed by the Governor, including a circuit or county judge, chief of police, district attorney and one member of the State Bar of Wisconsin. The commission's duties would include establishing minimum standards for law enforcement officers and conducting such studies on law enforcement as the commission deemed necessary. It would also have the power to certify all persons to be police officers after January 1, 1968. In addition, it would have the authority to reimburse local agencies for the expense of training law enforcement officers, for community relations programs, and for legal work. This bill never came up for a vote in the Assembly.

The 1967 bill creating the Law Enforcement Standards Board was not enacted. However, as the Governor's Commission on Law Enforcement and Crime point out in its report, this was not due to the actual defeat of the proposal. Rather, the bill just never came up to a vote. The commission reports that since the adjournment of the Legislature, several legislators have expressed the opinion that the bill would certainly have passed had it come to a vote in the Assembly. Both the Republican Governor and the Democratic Attorney General, who were opponents in the 1968 gubernatorial election, expressed support for this legislation. The Wisconsin Chiefs of Police Association, the Wisconsin Sheriffs and Deputy Sheriffs Association, and the Wisconsin District Attorneys Association at 1967 and 1968 conventions passed resolutions expressing their continuing support for the legislation. The commission concludes that support among all types of law enforcement groups continues at a high level.⁷⁶

VI. THE FEDERAL ROLE IN POLICE EDUCATION AND TRAINING

As provided by both national and state law, police power is primarily a responsibility of local government. Furthermore, there is a strong tradition in the United States to the effect that the major role in law enforcement should remain with the local levels of government. But, as concern mounts relating to the problems of law enforcement, the federal government is being pressured to exert a greater influence in this area. On July 23, 1965, President Johnson established a Commission on Law Enforcement and Administration of Justice through

Executive Order 11236. In February 1967 this commission issued a report, The Challenge of Crime in a Free Society. That report offers a major addition to the knowledge of the present state of law enforcement in this country and has been quite extensively quoted in this report.

A. The Law Enforcement Act of 1965

In 1965, President Johnson's message to the nation on "Law Enforcement and the Administration of Criminal Justice" contained as its key component a proposed Law Enforcement Act of 1965. This act became law on September 22, 1965 (P.L. 89-197). It was designed primarily to supplement present training programs for local and state law enforcement personnel. It sought to bolster the quality of the police personnel by granting federal funds to relevant public or private nonprofit organizations for the establishment of professional training programs. In addition, it provided 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. A further aspect of this act was its support of the development of new training. Wisconsin benefited from this program with a \$121,000 grant to the Governor's Commission on Law Enforcement and Crime. These grants were used to finance staffing and to develop programs to improve police standards and training programs.

B. The Omnibus Crime Control and Safe Streets Act (1968)

The federal role in law enforcement was further extended when on June 19, 1968, President Johnson signed into law the Omnibus Crime Control and Safe Streets Act (P.L. 90-351). This law authorized appropriations of \$100,111,000 in fiscal 1969 and \$300 million in fiscal 1970.

(1) Authorization

Title I, Law Enforcement Grants, provided the following authorization for fiscal 1969: \$25 million for planning grants; \$50 million for law enforcement assistance grants, of which up to \$2.5 million was to educate the public, up to \$15 million was for riot control and prevention, up to \$15 million was to combat organized crime and up to \$10 million was for loans and scholarships to law enforcement students.

(2) Administration

The administrative provisions of Title I included the following: established in the Justice Department a 3-member Law Enforcement Administration, under the general authority of the Attorney General, to administer the program; and stipulated that recipients of grants could not be required to achieve racial balance within the police force as a condition for receiving federal funds.

(3) Planning grants

This act authorized block grants to the states for the creation of state planning agencies, which, in turn, were to develop a state-wide law enforcement plan. Further provisions of the planning grants section included a provision that the members of the planning agency were to be appointed by the Governor and a requirement that at least 40% of the planning grant to a state was to be channeled to units of local government. It set the maximum federal grant at 90% of the cost of operating the planning agency and developing a state plan. A sum of \$100,000 was to be allocated to each state, and the remainder of the appropriation was to be allocated among the states according to population. If a state did not apply for a planning grant within 6 months of enactment of the law, the funds earmarked to that state would be dis-

tributed to the units of local government within the state.

(4) Law enforcement grants

The law enforcement grants authorized block grants to the states to be spent according to the comprehensive state-wide plan for the following purposes: a) To develop methods and equipment to strengthen law enforcement; b) to recruit and train police officers; c) to educate the public about crime prevention; d) to construct buildings and other law enforcement facilities; e) to organize and train special riot control and prevention units; f) to recruit and train neighborhood youths to improve police-community relations. The law enforcement grants further specified that up to 75% of the federal moneys granted to a state could be used for combating organized crime and controlling and preventing riots; up to 50% could be used by a state for construction and salaries; and up to 60% might be used for "other purposes". In addition, the law required that no more than one-third of any grant could be used for policemen's salaries - except for policemen in training. At least 75% of the grants were to be channeled by the state to the communities. If a state fails to apply for a grant, the funds are to revert to The Law Enforcement Administration for distribution to local governments within the state, but any local government applying for such a grant is required to send a copy of its application to the Governor of the state. Eighty-five percent of the funds are to be allocated among the states according to their population. The remaining 15% is to be allocated at the discretion of the Law Enforcement Administration. The law instructed the Law Enforcement Administration and the state planning agencies to give special emphasis to the prevention and control of riots and to the fight against organized crime.

(5) Training and Research

The training and research section of the law contains the following provisions: established within the Justice Department a National Institute of Law Enforcement and Criminal Justice, patterned after the National Institute of Health, to encourage research and demonstrations in law enforcement methods; authorized the director of the FBI to conduct training programs for state and local policemen at the FBI National Academy at Quantico, Virginia; authorized payments to colleges and universities for loans of up to \$1,800 a year to persons enrolled in a full-time course leading to a degree in an area related to law enforcement; provided that the loan was to be cancelled at the rate of 25% for each year the recipient served as a policeman; authorized scholarships of up to \$200 per academic quarter or \$300 per semester for individuals enrolled in a law enforcement course.

C. Wisconsin's Role in Implementation of Title I

The major responsibility of the state under the Omnibus Crime Law is the preparation of a comprehensive state-wide law enforcement plan. As explained in the previous section, the federal government will cover 90% of the costs of this plan. The Governor has appointed the Governor's Commission on Law Enforcement and Crime as the planning agent; and that commission has hired a coordinator to handle the development of the state-wide plan.

Additionally, under Section 307 (b) the Attorney General has approved a grant of \$90,100 to Wisconsin for the prevention, detection, and control of riots. \$67,100 of that amount is to be distributed to the local units of government as follows:

Project No. 1 , Eau Claire (City)	\$12,000
Project No. 2 Jefferson (County)	600
Project No. 3 Madison (City)	17,500
Project No. 4 Oshkosh (City)	7,500

Project No. 5	Ozaukee (County)	\$ 1,000
Project No. 6	Superior (City)	2,500
Project No. 7	Waukesha (County)	7,500

Project No. 8 is a grant of \$13,000 to the Wisconsin Department of Industry, Labor and Human Relations .

These grants require 25% matching grants from the recipient. As noted by Governor Knowles in the request he submitted to Attorney General Ramsey Clark, in choosing these particular requests the planning committee (that is, the Governor's Commission on Law Enforcement and Crime) favored grants for prevention procedures, in the form of training, public education, and communications. They felt that grants for hardware in the form of weaponry, ammunition, and actual riot control equipment should not be made at this time because of the lack of detailed background information furnished and the impossibility of obtaining this information during the short period of time available for submission of the requests.⁷⁷

FOOTNOTES

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APPENDIX A

LAW ENFORCEMENT TRAINING

- I. Following is a list of subjects in basic law enforcement procedures which may be offered by the State Board of Vocational and Adult Education. Additional subject matter may be included as suggested and recommended by the various law enforcement groups. The hours are not indicated here as this may be determined by local committees offering these courses.

Orientation and Course Operation
History of Policing
Traffic Problem and Police
Basic Accident Prevention Plan
Accident Investigation Procedures
Interrogation of Suspects and Witnesses
General Enforcement, Part I
Vehicle Inspection
Drivers License Control
Rules of Evidence
Law of Arrest
Search and Seizure
Case Preparation and Court Work
Federal, State and Local Laws
Strikes, Riots and Civil Disturbances
Signals and Gestures and Pedestrian Control
Safety Education
Report Writing
Police Public Relations
Court Systems
Police First Aid
Criminal Investigation
Small Arms
Latent Fingerprints
Police Communications
Police Defensive Judo
Juvenile Control
Police Patrol Techniques
Scientific Aids to Investigation
Law Enforcement as a Profession
The Peace Officer as a Community Leader
Sociology
Applied Police Psychology
Police Public Speaking
Accident Reporting
Case Preparation for Court

- II. Following is a list of advanced subjects in law enforcement training. Additional subject matter may be added through requests from various law enforcement groups.

Selective Assignment Methods
Human Relations

Organization and General Administration
Rating and Testing Policemen
Discipline
Records and Reports
Statistics and Analysis of Police Records
Physical Laws
Photography
Chemical Tests of Intoxication
Lie Detection and Criminal Interrogation
General Enforcement, Part II
Traffic Engineering
Traffic Control for Emergencies
Safety Organization
Police Public Speaking
Effective Writing
Organization and Administration of Training Programs
Teaching Methods
Survey Procedures and Reporting
Group Seminars on Local Problems
Hit and Run Investigations
Fingerprint Classification, Plaster Casts and Moulage
Gambling and Vice Control
Budget Problems
Motorcycle Riding
Criminal Law & Criminology (Basic Introduction)

Source: Files of the Wisconsin Governor's Commission on Law Enforcement and Crime,
State Board of Vocational and Adult Education folder.

APPENDIX B

MODEL POLICE STANDARDS COUNCIL ACT

(Title should conform to state requirements. The following is a suggestion: "An Act establishing a Police Standards Council; providing certain educational and training requirements for members of police forces; and for related purposes.")

(Be it enacted, etc.)

Section 1. Findings and Policy

The legislature finds that the administration of criminal justice is of state-wide concern, and that police work is important to the health, safety and welfare of the people of this State and is of such a nature as to require education and training of a professional character. It is in the public interest that such education and training be made available to persons who seek to become police officers, persons who are serving as such officers in a temporary or probationary capacity, and persons already in regular service.

Section 2. Police Officer Defined

As used in this Act:

"Police officer" means any full-time employee of a police department which is a part of or administered by the state or any political subdivision thereof and who is responsible for the prevention and detection of crime and the enforcement of the penal, traffic or highway laws of this State.

Section 3. Police Standards Council

(a) There is hereby established a Police Standards Council, hereinafter called "the Council," in the Executive Office of the Governor. The Council shall be composed of fifteen members, as follows: five chief administrative officers of local government police forces, at least three of whom shall be from forces maintained by incorporated municipalities; five officials or employees of local government who have general executive or legislative responsibilities with respect thereto so chosen as to represent county government and municipal government; the head of the state police, one representative of higher education, two public members and the Attorney General.

(b) Except for the Attorney General and the head of the state police who shall serve during their continuance in those offices, members of the Council shall be appointed by the Governor for terms of four years; provided that no member shall serve beyond the time he holds the office or employment by reason of which he was initially eligible for appointment. Notwithstanding anything in this Section to the contrary, the terms of members initially appointed to the Council by the Governor upon its establishment shall be: three for one year, three for two years, three for three years, and three for four years. The Governor, at the time of appointment, shall designate which of the terms are respectively for one, two, three and four years. Any vacancy on the Council shall be filled in the same manner as the original appointment, but for the unexpired term.

(c) The Governor annually shall designate the chairman of the Council, and the Council annually shall select its vice-chairman. The chairman and vice-chairman shall be designated and selected from among the members of the Council.

(d) Notwithstanding any provision of any statute, ordinance, local law, or charter provision to the contrary, membership on the Council shall not disqualify any member from holding any other public office or employment, or cause the forfeiture thereof.

(e) Members of the Council shall serve without compensation, but shall be entitled to receive reimbursement for any actual expenses incurred as a necessity incident to such service.

(f) The Council shall hold no less than four regular meetings a year. Subject to the requirements of this subsection, the chairman shall fix the times and places of meetings, either on his own motion or upon written request of any five members of the Council.

(g) The Council shall report annually to the Governor and legislature on its activities, and may make such other reports as it deems desirable.

Section 4. Powers

In addition to powers conferred upon the Council elsewhere in this Act, the Council shall have power to:

1. Promulgate rules and regulations for the administration of this Act including the authority to require the submission of reports and information by police departments within this State.

2. Establish minimum educational and training standards for admission to employment as a police officer: (a) in permanent positions, and (b) in temporary or probationary status.

3. Certify persons as being qualified under the provisions of this Act to be police officers.

4. Establish minimum curriculum requirements for preparatory, in-service and advanced courses and programs for schools operated by or for the state or any political subdivisions thereof for the specific purpose of training police recruits or police officers.

5. Consult and cooperate with counties, municipalities, agencies of this State, other governmental agencies, and with universities, colleges, junior colleges, and other institutions concerning the development of police training schools and programs or courses of instruction.

6. Approve institutions and facilities for school operation by or for the state or any political subdivision thereof for the specific purpose of training police officers and police recruits.

7. Make or encourage studies of any aspect of police administration.

8. Conduct and stimulate research by public and private agencies which shall be designed to improve police administration and law enforcement.

9. Make recommendations concerning any matter within its purview pursuant to this Act.

10. Employ a Director and such other personnel as may be necessary in the performance of its functions.

11. Make such evaluations as may be necessary to determine if governmental units are complying with the provisions of this Act.

12. Adopt and amend bylaws, consistent with law, for its internal management and control.

13. Enter into contracts or do such things as may be necessary and incidental to the administration of its authority pursuant to this Act.

Section 5. Required Standards

(a) Police officers already serving under permanent appointment on the effective date of this Act shall not be required to meet any requirement of subsections (b) and (c) of this Section as a condition of tenure or continued employment; nor shall failure of any such police officer to fulfill such requirements make him ineligible for any promotional examination for which he is otherwise eligible. The legislature finds, and it is hereby declared to be the policy of this Act, that such police officers have satisfied such requirements by their experience.

(b) At the earliest practicable time, the Council shall provide, by regulation, that no person shall be appointed as a police officer, except on a temporary or promotionary basis, unless such person has satisfactorily completed a preparatory program of police training at a school approved by the Council, and is the holder of a Bachelor's degree from an accredited institution. No police officer who lacks the education and training qualifications required by the Council may have his temporary or probationary employment extended beyond one year by renewal of appointment or otherwise.

(c) In addition to the requirements of subsections (b), (e) and (f) of this Section, the Council, by rules and regulations, shall fix other qualifications for the employment and promotion of police officers, including minimum age, education, physical and mental standards, citizenship, good moral character, experience, and such other matters as relate to the competence and reliability of persons to assume and discharge the responsibilities of police officers, and the Council shall prescribe the means for presenting evidence of fulfillment of these requirements.

(d) The Council shall issue a certificate evidencing satisfaction of the requirements of subsections (b) and (c) of this Section to any applicant who presents such evidence as may be required by its rules and regulations of satisfactory completion of a program or course of instruction in another jurisdiction equivalent in content and quality to that required by the Council for approved police education and training programs in this State.

Section 6. Police Training Schools and Programs:

Grants Under the Supervision of Council and the State

(a) The Council shall establish and maintain police training programs through such agencies and institutions as the Council may deem appropriate.

(b) The Council shall authorize the reimbursement to each political subdivision and to the State 50 percent of the salary and of the allowable tuition, living and travel expenses incurred by the officers in attendance at approved training programs, providing said political subdivisions or state agencies do in fact adhere to the selection and training standards established by the Council.

Section 7. Appropriations

(a) Except as otherwise specifically provided in this Section, the Council shall be supported only by appropriations made by the legislature.

(b) The Council may accept for any of its purposes and functions under this Act any and all donations, both real and personal, and grants of money from any governmental unit or public agency, or from any institution, person, firm or corporation, and may receive, utilize and dispose of the same. Any arrangements pursuant to this subsection shall be detailed in the annual report of the Council. Such report shall include the identity of the donor, the nature of the transaction, and the conditions, if any. Any monies received by the Council pursuant to this subsection shall be deposited in the state treasury to the account of the Council.

(c) The Council, by rules and regulations, shall provide for the administration of the grant program authorized by this Section. In promulgating such rules, the Council shall promote the most efficient and economical program for police training, including the maximum utilization of existing facilities and programs for the purpose of avoiding duplication.

(d) The Council may provide grants as a reimbursement for actual expenses incurred by the State or political subdivisions thereof for the provisions of training programs to officers from other jurisdictions within the state.

Section 8. Severability

The provisions of this Act shall be severable and if any phrase, clause, sentence or provision of this Act is declared to be contrary to the Constitution or laws of this State or of the United States or the applicability thereof to any government, agency, person or circumstance is held invalid, the validity of the remainder of this Act and the applicability thereof to any government, agency, person or circumstance shall not be affected thereby.

Section 9. Repealing Clause

All acts or parts of acts not consistent with this Act are hereby repealed.

Section 10. Effective Date

(Insert effective date.)

Source: Kassoff, Norman C., "A Model Police Standards Council Act", The Police Chief, August 1967.

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- IB-67-2 The Federal Approach to Highway Safety: A Summary of 1966 Federal Laws
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- IB-67-3 Consumer Protection Agencies. February 1967
- IB-67-4 Latest Thoughts on Local Government. March 1967
- IB-67-5 Constitutional Amendments to be Submitted to the Wisconsin Electorate,
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- IB-67-7 The Operation of the Executive Veto in Wisconsin, with Special Reference to
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