We pay high for our law enforcement—more in cash per capita than does any other part of the world, and our police enjoy compensation scales, disability benefits and retirement pensions having no parallel elsewhere. In return for such costly standards in the conditions of employment, there is a natural expectation of more and more police efficiency.

Bruce Smith in
Police Systems in the United States
The municipal police department of today faces a much more difficult task than its predecessor of several decades ago. Increased urbanization and technological advancement have brought about revolutionary changes in the methods for suppression of crime and the apprehension of criminals. In determining the causes of delinquency in a community with a view toward removing them, the modern police department also assumes a responsibility for crime prevention.

Although increased expenditures for the police department have been necessitated as its law enforcement activities have become more complex, these expenditures are often accompanied by waste and inefficiency. No one would wish to deny to the police department adequate financial support; yet there are many opportunities for inaugurating constructive economies without impairing the efficiency of police operations.

By studying the police department of your city you can discover whether full advantage is taken of the opportunities for reducing expenditures and for increasing efficiency. Are daytime patrols in residential sections limited to one-man patrol cars? Is the police pension fund placed upon a sound actuarial basis? Does the police department use a crime spot map as an aid for determining the distribution of the police force according to need? Do the percentages of cases cleared by arrest or by recovery of stolen property compare favorably with the average experience of cities? Is the police force free from miscellaneous duties not directly related to the protection of life and property for the community as a whole? The answers to these few questions will indicate whether police activities in your city are performed as efficiently as this manual advocates.
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A CIVIC GUIDE TO A GOOD
MUNICIPAL POLICE DEPARTMENT

In the case of the police department, public interest in economy is secondary to the desire for effective police protection. Because of the severity of crime and traffic problems, cities usually spend as much as they can afford on police services. That the full benefits of this support are seldom realized can be attributed mainly to the fact that emphasis has been placed upon the size and equipment of the police force to the point of neglecting other vital considerations. The potential value of a large and well-equipped force is not realized if administrative direction is mediocre, if recruits are carelessly selected, if inefficient employees are retained, and if the force is burdened with elderly employees who are no longer fit for active service. These conditions are so prevalent in city police departments that they can be considered almost typical. In combination with other related factors, they mean both waste and inefficiency.

In general, therefore, police services can be considerably improved while important reductions in cost are made. Whether savings are actually realized or whether the scope of operations is enlarged without increase in cost depends upon the severity of the crime problem in different cities, but in any event there are important advantages to be gained by eliminating the many factors which impede police efficiency.

Although certain economies usually can be made at once, a long-term program often will be required before all of the conditions contributing to waste can be removed. These conditions represent the accumulated growth of many years and can seldom be completely remedied in a short time. Moreover, some of them have become rather solidly entrenched because of state laws, tradition, and political factors. Outmoded concepts and policies are at the root of many of the present-day problems.

Since between 80 and 90% of police costs consist of personal service expenditures, economical operations depend primarily upon the proper selection, supervision and employment of these men. Emphasis is therefore placed upon personnel considerations. The other departmental costs mainly represent purchases and, inasmuch as efficient purchasing is treated in another manual in this series, these costs are not considered here.

POLICE ADMINISTRATION

The Chief of Police

Police administration is frequently subject to three weaknesses which operate against departmental efficiency. The administrator, or chief of police, is usually not fully qualified for the exacting responsibilities of his position; very often he lacks definite administrative authority, and usually he does not enjoy sufficient disciplinary power over his men to control their actions effectively. These weaknesses are particularly serious in a quasi-military organization such as the police department where successful opera-
tions depend greatly upon the confidence and respect that the men have for their superior officer.

Qualifications for the Office of Chief of Police

The position of chief of police requires a number of qualifications which are not usually found in one individual. This official must not only have courage, a general knowledge of police work, and the ability to command and lead, but also needs administrative ability and a broad informational background of modern police techniques. To obtain an official with these qualities it is necessary to place the position on a strictly competitive basis and to open competition to nonresidents as well as residents. But as the viewpoint that local jobs belong to local citizens is still very strong in most cities, the selection of the chief is seldom made on the basis of merit and usually the factor of competence is secondary to political considerations.

In a few cities, where merit principles have been followed in the selection of police administrators, unusually good police departments have been developed. This fact should induce an increasing number of cities to follow a like policy which, in turn, will encourage more competent men to enter the field of police work as a career. The encouragement of such a policy by civic groups will therefore not only improve the quality of police work in individual cities but can be expected to have far-reaching beneficial effects.

Administrative Authority

In somewhat less than one-half of our cities the chief of police is not responsible to the mayor or other chief executive but to either the city council or a police board. This creates a condition in which administrative authority over police activities may be so dispersed among several officials that no one of them is actually responsible for the management of the department. Such a situation means a confused, inefficient type of administration and often serves to inject a decided political note into the administration of the department.

In one department recently surveyed, the chief was little more than a figurehead because of such division of authority. General administrative powers were centered in a police board and the council approved all departmental appointments. The latter body frequently exceeded its authority and carried on negotiations directly with the chief’s subordinates instead of through him. As a result, neither the chief nor any other individual was in actual control of operations.

Disciplinary Powers

In the exercise of the police power, patrolmen must act largely upon their own initiative and without immediate supervision. Considerable opportunity exists, therefore, not only for a lax performance of duty but also for the abuse of their authority, either through accepting remuneration for the granting of special favors or by assuming an arrogant or discourteous attitude toward the public. To control such actions effectively, the chief administrator needs greater disciplinary power than he would normally enjoy. Usually, this power is limited to suspending men for short periods or informal methods of disciplinary action. The authority to impose lengthy suspensions and to demote employees and remove them from the force is placed with a civil service agency or a police board. This practice protects members of the force against unfair treatment by the chief but, as these agencies seldom impose the penalties recommended by this official, it fails to provide for adequate control over personnel. Because the chief cannot depend upon these agencies for effective action, he is forced to use his limited disciplinary power in the case of serious offenses as well as minor infractions, and
troublesome or even dishonest employees are often retained on the force even though their presence is extremely detrimental to departmental morale and efficiency.

As long as the chief of police is essentially a political official, it is difficult to see how this problem can be overcome for there is little doubt that under present conditions the placing of full disciplinary authority under this official would be unwise. Under a competent and nonpolitical administrator, however, it would be practicable to give the chief the power to demote, suspend for lengthy periods, or dismiss men from the force, provided that an aggrieved party enjoyed the right of appeal to the civil service agency or police board in order to disprove any false charges on which the action might have been taken.

**Personnel Standards and Management**

The policies and methods of selecting, training, promoting, and retiring employees of the police department should receive a great deal of attention. During the past quarter century improvements have been made and in a few cities very high personnel standards have been developed, but in general these standards have not kept pace with the requirements of modern police operations. They often encourage waste and inefficiency.

**Personnel Selection**

As a general rule, a police recruit should not be more than 29 years of age, have a high school education or the equivalent, be physically fit on the basis of recognized standards such as those developed by the International Association of Chiefs of Police, be of sound character, be temperamentally fitted for such a career, and have aptitudes and interests that will help him make a success of the work.

A weakness often found in methods of personnel selection appears when the emphasis is placed on eliminating the unfit rather than on finding recruits particularly qualified for police work. Ways have been developed for testing, within reasonable limits, a recruit’s potential value as a police officer because of special aptitudes and skills. The importance of such methods cannot be minimized.

Limiting the age of recruits to 29 years, except in the case of positions requiring technical experience, is of particular importance. Patrolmen are expected to serve for at least 30 years and the retirement provisions of pension plans are based upon this expectation. Since many men become unfit for active patrol duty at the ages of 55 or 60, accepting applicants over the age of 29 means their subsequent service to an age when they are too old for efficiency. Maintaining elderly employees on police rolls is one of the principal causes of departmental waste. The condition also encourages the transfer of elderly patrolmen to staff operations for which they are not always qualified.

A recruitment age of between 21 and 25 years is preferred because men of this age group are most likely to enter police work as a career and so are usually more ambitious than older men. Those who enter the police service in their late 20’s and early 30’s sometimes have failed in other fields and are often lacking in initiative. In general, disciplinary problems are also greater with these older recruits.

Character references should be obtained from all past employers and the fingerprints of the recruit should be checked against the fingerprint files of the Federal Bureau of Investigation. It is not sufficient merely to accept the personal references submitted by the applicant, for almost anyone can find persons who will testify in his favor.
Probation Period

Police recruits are usually required to undergo a probationary or trial period before being formally admitted to the force. In some states the chief may dismiss a recruit at will during this period without consulting a police board or a civil service agency, but in others he lacks this authority. The usual probationary period is six months.

Once a recruit becomes a member of the force it is very difficult to remove him. Every effort should therefore be made to determine his fitness for the work during the probationary period. Ordinarily, however, the period of probation is treated as a perfunctory matter and graduation to a patrolman is largely automatic. Usually the recruit is placed under the supervision of a patrolman who acquaints him with the routine duties of patrolwork and who seldom reports unfavorably about a man soon to become a companion on the force. Little effort is made to discard unsatisfactory candidates and almost none to eliminate recruits who show no special promise.

Students of police problems generally advocate considerable improvement in the probation plan. They believe it should be extended to at least one year and preferably for a longer period. During this time the recruit should not be supervised by patrolmen but by police officials who should grade him formally upon his performance record. For this purpose a rating plan, such as the Probst Rating System, should be used. By the end of the probation period the competence of the recruit for police work should be definitely established, according to his progress in the training school and his performance record in the field. Unless the recruit has shown special promise he should not be accepted as a member of the force.

In-Service Training

In-service training consists of an educational program in police work and should be required of all patrolmen and officers during their entire period of service. In larger cities the department usually has its own police school. Smaller cities can often use either the facilities of a nearby large city or those of the state league of municipalities. If no such schools are available, a plan of home study with formal examinations can be used.

The use of in-service training courses is quite general and any police department which is without such a plan must be considered extremely deficient. Without police schools, members of the force cannot be expected to be informed on the scientific and technical improvements which are constantly being made in the field of police work. Their qualifications for higher rank or official position cannot be determined satisfactorily, so that promotions are likely to be made on the basis of personal and political considerations. In-service training is an important morale-builder, for it gives employees confidence in their knowledge of police work and respect for their calling, as well as stimulating interest in the lesser-known phases of police operations.

Promotions

The morale of police personnel is often lowered by a poor plan of promotion. If all patrolmen are placed in the same rank and salary bracket regardless of experience, ability, and progress in the police school; if over-aged officers are not retired to make room for younger men; and if promotions to official positions are based upon political factors, patrolmen will naturally be inclined to "get by" with as little effort as possible. An alert, active police force cannot reasonably be expected under these conditions.
Most patrolmen must look forward to spending a substantial portion, and perhaps all, of their period of active service as patrolmen. In order to provide incentive, therefore, it is necessary to establish several ranks of patrolmen with higher ranks commanding increased salaries. Five rankings are usually preferred, but in no case should the number be less than three. Graduation to a higher rank should be determined in part by years of experience, but also by competence, special ability, observance of departmental rules and regulations, and progress in the training school. A rating plan should be used to determine the qualifications of a patrolman for a higher rank.

Promotion to the official positions of sergeant, lieutenant, and captain should be decided partly by open, competitive examination and partly by considerations of experience and seniority. Those who qualify in the examination should be placed on eligible lists in the order of the grade received and appointed to office in this order as vacancies arise. If promotions are not determined by competitive examination, they are usually based upon personalities or politics, a practice which often results in incompetency and weakened departmental morale.

**Vacations and Sick Leave**

Annual vacation periods of two weeks are a general policy of police departments and sick leave with pay is also permitted. The latter should be limited to two or three weeks during the year, for if such definite provision is not stipulated the privilege is likely to be abused. Indefinite provisions for sick leave with pay frequently cause an unreasonable reduction in the effective strength of police departments. An official check should always be made when an employee does not report for duty because of sickness.

**Retirement**

The usual retirement age for patrolmen is 65. Frequently it is 70. Officers are sometimes retired at even higher ages. These retirement ages should be lowered if there is to be reasonable assurance that employees are not retained after their period of actual usefulness is over. It should be possible to retire patrolmen at the age of 55 and their retirement should be compulsory at 65. In the case of officers, these ages can be advanced to 60 and 70.

The adverse effect of retaining over-aged patrolmen has been mentioned. There are other serious objections to this practice which concern officers as well as men. The retention of over-aged officers limits the promotional opportunities for young men, whose ambition is stifled when elderly officers are permitted to remain in their jobs long after they are able to perform their duties efficiently. There is also the fact that older men, both patrolmen and officers, have been schooled in methods of police work that are now outmoded, and their retention on the force tends to perpetuate the use of such methods. A police force needs a high proportion of young men who can maintain in the department the progressive viewpoint needed in the solution of present-day problems.

A physical examination can determine the age at which a patrolman is no longer fit for active duty. In no case should he be transferred to staff operations. This practice serves only to hinder the performance of these specialized functions. In general, officers should be retired at the age of 65 years, but exceptions can be made of technical or supervisory individuals who are highly competent in spite of their advanced years. Considerable savings are often possible through such action, even though larger amounts must be paid in the form of pensions. If replacements are desired, the way is open for the employment of carefully selected recruits who can be expected to
add considerably to the effectiveness of departmental operations.

**Personnel Costs**

Personal service costs in police departments are usually high in relation to performance because unsatisfactory standards of personnel management result in an excessive number of employees for the activities undertaken. A detailed consideration of the various factors responsible for this condition is included in this section. There are, however, three other conditions which may affect personnel costs unfavorably—excessive salary rates, the burdening of police departments with extraneous duties, and unsound pension plans.

**Salary Rates**

Police salaries are usually determined by the general wage level of the community. Exceptions to this condition will be found and salary rates should be checked. It is important to bear in mind, however, that high salaries, when accompanied by strict standards of personnel selection and management, may prove to be an economy. The relatively small, but highly selective, force necessary under such conditions generally makes for efficiency.

**Police Duties**

Normal police activities revolve around the prevention and repression of crime and other offenses, the apprehension of offenders, the recovery of stolen property, and the gathering of evidence for court presentation. Any duties placed upon the police department which are not directly related to the performance of these activities, and which require special police details, encourage overstaffing and serve to divert attention from the important aspects of police work to lesser functions.

Very often police departments are burdened with a number of duties which, although indirectly related to certain aspects of police work, are not proper functions of the department. Patrolmen should observe and report pavement breaks and damaged street lights, for such services can be performed in the regular course of their work. But inspectional services should not be extended to include the inspection of buildings for hazardous or unsanitary conditions. The department should not be required to provide special details which benefit only certain individuals or groups.

**Pension Plans**

Most cities have pension plans which permit the retirement of police employees at one-third or one-half salary when they have reached advanced age. Such plans are necessary, of course, if elderly employees are to be removed from the force and they may contribute considerably to departmental efficiency.

Only pension plans which are established on an actuarial basis can be expected to prevent such a situation, and if there is any doubt in a city as to whether such a basis is used, the pension system should be appraised by an actuary. Many cities have either cash disbursement plans or so-called actuarial plans which are not genuine. Both can mean substantial waste and should be replaced with sound systems which permit all pension payments to be made from regular contributions and interest earnings without resort to either excessive contributions by the city or special fund-raising measures.
CRIME RECORDS AND CRIME RATES

To be efficient, police operations must be based upon an adequate system of records which provide up-to-date, usable information on the prevalence of crime and traffic offenses and the other work of the police department. Although it would not be practicable for a civic organization to make a detailed appraisal of records and operations, it is possible to determine the general adequacy of crime records and to obtain an idea of how effectively these are used as a basis for operations.

Crime records should show the annual rates of various offenses by standard classification. The relationship between crime rates and police efficiency, however, is very obscure because such efficiency is but a minor factor governing the incidence of crime. Social and economic conditions are the most important determinants, and crime rates can be expected to be high or low in relationship to similar variations in the general wealth, character, and intelligence of the population. The effectiveness of courts and penal institutions in convicting and redeeming criminals is also important to the control of crime.

Until these and other related factors are carefully weighed, a comparison of crime rates between individual cities as a means of determining the relative merits of police departments is without meaning and can prove seriously distorting. Such qualified comparisons are usually impracticable and so are discouraged. Within a municipality, however, crime rates can be compared for different years or periods to show the trends of various crimes and these trends can be compared with the experience of cities as a whole. If negative findings are not traceable to other factors within the municipality, they reflect unfavorably on the efficiency of the police department.

Basic Records

Basic crime records consist of individual reports of complaints, thefts, investigations, follow-ups, arrests, criminal histories of the offenders, and the disposition of cases. Such information, together with other data, should be consolidated into daily reports and these, in turn, should be recapitulated in monthly reports. There should also be a publicized annual report which shows the incidence of crime and offenses and the accomplishments of the police department in apprehending offenders, together with an interpretation of other relevant information.

Monthly Report Forms

Standard daily and monthly report forms have been drawn up by the Committee on Uniform Crime Records of the International Association of Chiefs of Police and either these forms or the equivalent should be used by all municipal police departments. For appraisal purposes, consideration can be limited to the monthly form which provides for setting forth concisely and completely the extent of crime and the activities and accomplishments of the police department during the month. This form has been likened to the monthly operating or financial report of a private industrial company and its use may be considered a general indication that police records are modern. In brief, it provides for the recording of the following information:

1. The distribution of police personnel, its changes, and the daily average patrol strength.
2. Major offenses known to the police and the percentage of these cleared by arrest.
3. The value of general property stolen and recovered, and of auto thefts and recoveries.
4. An analysis of persons charged by the police with both major and minor offenses, together with the number found guilty.

5. An analysis of traffic accidents.

6. A report of miscellaneous services and accidents.

The reporting of crimes or offenses as the "number of offenses known to the police," and the "percentage of offenses cleared by arrest" is particularly important, for otherwise no clear relationship is established between the frequency of crime and the success of the police department in apprehending offenders. Although many cities have adopted this method of reporting crimes, too many still record them merely according to the arrests made, summonses issued, and the disposition of cases.

Some cities do not report all offenses known to the police, thereby presenting an inaccurate picture of crime conditions and unduly favorable ratio of arrests to the number of offenses. The reason for this is often an understandable desire of the police department to protect itself against unfair criticism based upon the erroneous viewpoint that high crime rates clearly indicate an inefficient police department. It is important that civic groups understand that comparisons of crime rates between cities, in themselves, reflect neither favorably nor unfavorably upon police efficiency. On the other hand, the police department should be asked for an explanation if the city's per capita crime rate is above the average for its population group and geographic division and if its ratio of offenses cleared by arrests is below the standard.

Crime Spot Maps

A crime spot map which provides an up-to-the-minute picture of crimes by type in different sections of the city is very valuable in facilitating the distribution of the police force according to actual need and also in directing attention of the entire force to the over-all crime problem. Such a map should be sufficiently large to show the entire street layout of a city according to block numbers, with pins or tacks inserted at the points corresponding to the places offenses were committed. The heads of the pins should be of different colors or shapes to distinguish between various types of offenses.

At the end of a suitable period, such as a week or a month, the map can be photographed to provide a permanent record for that period and the pins removed incidental to beginning a new one. Pins with heads of different shapes will permit the photographic reproductions of crimes by type. Composite maps showing the experience for several periods can be obtained by this method. Separate spot maps can be used for traffic offenses and accidents.

The value of a graphic picture of the crime situation which is kept constantly before police officers and men is apparent, both from the practical and the psychological standpoint. It is the exceptional police department which uses these maps, however, so that their presence may be considered an indication that efforts are made to place police work on an efficient, business-like basis.

Use of Records to Determine Distribution of Patrol Forces

The prevalence of crime in a municipality varies according to section of the city, season of the year, day of the week, and time of the day. These facts should be considered in planning departmental activities, and in particular the daily distribution of patrol forces should be based upon the occurrence of crime by section and time of day. The adaptation of the force to these circumstances calls for sound administrative techniques which, in turn, require a competent chief of police. The fact that police forces are usually distributed according to rule-of-thumb methods testifies to the general need for better police administrators.
Patrol forces should be distributed according to actual need. Foot patrol is expensive and should be confined to congested districts. Patrol cars should be operated by one man only, except in very dangerous districts and at night. As the period of greatest criminal activity is normally between 6:00 p.m. and 2:00 a.m., a stronger patrol force should be used during these hours than during other periods. A check upon these points will determine, in a general manner, whether patrol forces are distributed on the basis of an effective plan. If patrol cars are manned by two employees in residential sections during the day, it means a loss of effective manpower and may indicate overscanning.

Crime Trends and Police Efficiency

In general, municipalities have shown considerable progress during the past decade in lowering crime rates and, barring special conditions, the experience of an individual city should have corresponded with this trend. If other conditions have remained unchanged, of course, an adverse trend reflects unfavorably upon the police department and suggests that considerable improvements are to be made. To a limited degree, therefore, crime trends are a measure of police efficiency.

On a nationwide average, the trends of many major crimes have been downward during the ten-year period, 1931-1940. Year-to-year trends are often indeterminate because of fluctuations in such brief periods. But for the five-year period, 1936-1940, the findings of the Federal Bureau of Investigation* reveal the following reductions in comparison with the period 1931-1935: murder, 15.2%; negligent manslaughter, 14.6%; robbery, 26.8%; burglary, 9.5%; and auto theft, 35.3%. On the other hand, rape, aggravated assault, and larceny increased on this basis of comparison.

The trend of robberies is the most significant for the purpose of indicating the effectiveness of crime control for it has shown a steady decline on a year-to-year basis for the past several years. Auto thefts showed a similar decline until 1941 when the trend was reversed. A constant or increasing robbery rate in a particular city may be considered an abnormal condition which, in the absence of other factors, suggests that control of crime is below standard.

Some appraisal may also be made of the percentages of offenses which were cleared by arrest, and of the amount of stolen property which has been recovered, by considering these general averages. In 1941, 88.1% of murders, 86.6% of manslaughters, 76.2% of rapes, 75% of aggravated assaults, 40.4% of robberies, 32% of burglaries, 24.4% of auto thefts, and 22.7% of larcenies were cleared by arrest.**

For comparative purposes, these percentages must be used with considerable reservation for they represent the average experience of all types and sizes of cities in all sections of the country. They are heavily weighted by the conditions in large cities where crime is particularly high in incidence. In cities where there is no great crime problem, therefore, these averages would represent a minimum goal of achievement, and where the crime problem is severe, they mainly show the extent of such severity. In no sense should these averages be considered as norms.


CRIME PREVENTION PROGRAMS

As explained in the foregoing pages, the police department can control the prevalence of crime to only a very limited degree. Reductions in crime rates must depend primarily upon alleviating or removing the underlying conditions responsible for anti-social behavior. This is the purpose of a crime prevention program. Any attempt to reduce crime rates by enlarging the police department without providing for an effective plan of crime prevention can generally be expected to fail, and is likely to represent added cost rather than increased benefits.

Crime prevention programs are largely concerned with the prevention of juvenile delinquency. Since the conditions responsible for delinquency are the same as for crime, the program is of broader significance than this fact would suggest. Studies of juvenile delinquency show that antisocial characteristics in individuals become manifest at an early age and, if not corrected, will probably result in criminal traits as the individual reaches maturity. Most "problem children" develop into juvenile delinquents and most juvenile delinquents become adult criminals. By correcting antisocial tendencies at an early age through working with individual cases and eliminating unfavorable environmental conditions, much can be done to reduce future crime rates.

The causes of juvenile delinquency concern not only the police department but also the schools, courts, and the departments of welfare, recreation and health. In order to coordinate the work of these agencies, it is desirable for the mayor or other chief executive to assume general leadership over the crime prevention program, although the chief of police should have an important part in directing the work. It is also well for civic organizations to take an active part in the program.

The scope of crime prevention programs varies considerably in different cities according to their size and the severity of the crime problem. Larger cities usually have a special police division for this work, while in smaller municipalities the police chief usually directs the work of the department without the aid of special employees. In either case, the police department should cooperate with other governmental agencies and civic groups in planning and furthering a comprehensive program. Regular meetings should be held for this purpose at semi-monthly or monthly intervals and should not be limited to occasions when special problems or cases arise which need attention.

CONCLUSION

Police economy depends mainly upon personnel efficiency which, as a general rule, is affected adversely by unfavorable conditions of administrative direction and personnel management. In relation to the work performed, a condition of overstaffing frequently results from the retention of inefficient and over-aged employees on the payroll and a failure to distribute the police force according to actual need. Several factors combine to create such conditions and these must be corrected in order to achieve a high degree of economy.

An appraisal of departmental economy must, therefore, be based largely upon determining the adequacy of methods and policies having to do with administration and personnel. If these are found to be unsatisfactory, replacements and additions to the force should be avoided until correction is made. When the required number of em-
ployees is established on a realistic and scientific basis, this policy can be modified as needed to bring the strength of the force to proper size.

From the standpoint of economy and efficiency, all patrolmen who are permanently unfit for active patrol duty on the basis of physical examination should be retired on pension, even though they may have been transferred to staff operations. This is not always possible as a practical measure, however. If such employees have reached the minimum retirement age there is no problem, but with the high minimum retirement ages now prevailing in many cities patrolmen often become unfit for duty before they have reached this age.

A frequent complaint of police officials is that they lack sufficient manpower. If all members of the force are effective and patrol forces are distributed on a scientific basis, this complaint should receive serious consideration. But it should be remembered that even an extremely large and efficient police force cannot be expected to establish control over crime to any marked degree so long as the basic conditions responsible for a high crime rate remain unchanged.

In the latter connection, the significance of an adequate crime prevention program as an economy measure should not be overlooked. It will do much to correct the misconception that reductions in the rate of crime depend primarily upon larger and more expensive police forces. By alleviating or removing the conditions underlying high crime rates, a crime prevention program helps to prevent present extravagance and can be expected to provide for future reductions in police costs.

A number of cities will find that important economies can be made by placing police pension funds on a genuine actuarial basis. In so doing, unreasonable pension payments by the city will be eliminated and possible bankruptcy of the pension fund in future years avoided. This matter should be carefully examined and if there is any doubt as to whether the pension system is on an actuarial basis, an actuary should be engaged to decide the question.

The burdening of police departments with a number of duties which are not clearly identified with the protection of life and property contributes to overstaffing and also diverts attention from the important responsibilities of the department. Special importance should be attached to eliminating such duties so that police activities can be confined to their proper field. Patrolmen can, however, be expected to report such things as broken pavements and street lights which are out of order, as such inspection work can be performed in the regular course of their duties.
APPRAISING YOUR LOCAL POLICE DEPARTMENT

The following questions are designed to help you appraise police operations in your city. A negative answer to a question indicates an unfavorable condition which should be remedied. Immediate correction may not be possible in all cases, but a long-term program will not only make possible present savings but also provide for future economy and efficiency in police operations.

1. Has your city an adequate crime prevention program—one which represents the coordinated efforts of the police department and also of the courts, schools, and other agencies?

2. Is the chief of police selected on a merit basis and is competition for this position open to out-of-town persons as well as to local residents?

3. Is the police chief directly responsible to the chief executive only?

4. Has the chief the authority to suspend, demote, and dismiss employees, and may such disciplinary action be revoked by a civil service commission or police board only if the aggrieved employee can disprove the charges on which the action was taken?

5. Are police salary rates reasonable in comparison with general wage levels of the community?

6. Is the police force free from miscellaneous duties not directly related to the protection of life and property for the community as a whole?

7. Is the police pension fund on a genuine actuarial basis?

8. Do requirements for police recruits provide for a maximum entrance age of 29 years, a high school education or the equivalent, physical fitness on the basis of recognized standards, sound character, temperamental suitability for police work, and special aptitudes or interests with respect to police activities?

9. Is emphasis placed upon recruiting employees who are within the 21 to 25 age group?

10. With respect to character references, are these secured from all past employers and are the fingerprints of the employee checked against the records of the Federal Bureau of Investigation?

11. Is the probationary period one year or longer, and does acceptance on the force depend upon a favorable scientific rating and a formal written recommendation by the chief?

12. Is there a regular program of in-service training for both officers and patrolmen which extends throughout their entire period of service?

13. Are there at least three and preferably five grades of patrolmen, and is promotion in grade based upon a standard rating system as well as upon years of experience?

14. Are promotions to official positions based upon competitive examination as well as upon considerations of experience and seniority?

15. Can patrolmen be retired at 55 and officers at 65 at the option of the city, and is retirement compulsory for patrolmen at the age of 65 and for officers at 70?

16. Is the standard monthly report form of the International Association of Chiefs of Police, or the equivalent, used in the recording of basic police information?

17. Are offenses recorded as the “number of offenses known to the police” and the “percentage of offenses cleared by arrest”?

18. Does the department keep a crime spot map?

19. Is this map used as an aid for determining the distribution of the police force according to need?

20. Is the patrol force for nontraffic purposes strongest between the hours of 6:00 p.m. and 2:00 a.m.?

21. Are daytime patrols in residential sections limited to one-man patrol cars?

22. Do the trends of major crimes compare favorably with the average experience of cities?

23. In particular, has the robbery rate shown a steady decline from year to year?

24. Do the percentages of cases cleared by arrest or by recovery of stolen property compare favorably with the average experience of cities?
BIBLIOGRAPHY

The following is a partial list of books and pamphlets containing information of both a general and technical nature on the municipal police department:

A concise outline of good police records pertaining to complaints, investigations, arrests, and dispositions.

Federal Bureau of Investigation, United States Department of Justice, Uniform Crime Reports for The United States and Its Possessions. Vol. XI, No. 4 and Vol. XIII, Nos. 1 and 2. Washington: United States Government Printing Office, 1941 and 1942 respectively. These reports of the Federal Bureau of Investigation present crime statistics for 1941 and 1942. Citizens will find it helpful to compare the per capita crime rates and the ratio of offenses cleared by arrests in their city with the averages for other cities of its population group in the same geographic division of the country.

Institute for Training in Municipal Administration. Municipal Police Administration. Chicago: The International City Managers’ Association, 1943. 531 pp. $7.50. This volume, designed for the convenient use of police officials and chief municipal administrators, records the best practices in the field of police administration.

Reed, Thomas H., Municipal Management. New York: McGraw-Hill Book Company, 1941. 665 pp. $4.00. Chapter XVI contains a good nontechnical discussion of the administration of a police department which should prove as interesting to the layman as to the police administrator. Because of the many useful criteria presented for appraising municipal services, the whole book may well be used by civic groups for studying local government.

Stone, Donald C., Recruitment of Policemen. Chicago: International Association of Chiefs of Police, 1938. 28 pp. $.50. A description of the methods which, if adopted, will result in a city’s obtaining well-qualified recruits.

Wilson, O. W., Distribution of Police Patrol Force. Chicago: Public Administration Service, 1941. 97 pp. $1.00. A thorough presentation of the factors which a chief of police should consider in making time and place distribution of his patrol forces.

Wilson, O. W., Police Records: Their Installation and Use. Chicago: Public Administration Service, 1942. 336 pp. This manual should be recommended to the chief of police as a guide for the installation, operation, and use of an adequate police records system.