

DECISION MAKING IN THE  
RECRUITMENT AND SELECTION PROCESS  
OF  
POLICE PERSONNEL

by

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## Preface

This thesis is written to fulfill requirements toward a Master's Degree in Sociology with special concentration in Criminology. The subject matter was selected primarily because of the writer's interest in the administrative functions of police agencies due to the position he holds as Police Chief for the City of Muskego, Wisconsin.

The process of decision making as it relates to recruitment and selection of police personnel has always been of deep concern for this administrator and from empirical observation ranks as a foremost concern among the majority of Police Chiefs throughout the nation. No sure methods or guidelines exist today that can predict the behavior of a police applicant after he is hired. Although some progress has been made in this direction through the utilization of psychological and polygraph examinations, much remains to be done in developing the instruments that will assist the decision maker in his selection of personnel. With this in mind it is hoped that this research study will contribute some small segment to what appears to be a monumental task.

The central focus of the paper will address itself to standards used for entrance qualifications and testing practices of Wisconsin Police Departments in relation to the job requirements. A concomitant focus will address the process of decision making as it relates to the choice of applicants to be appointed to the position of police patrolman.

This paper will take the form of a descriptive study and analysis of findings obtained from a survey questionnaire with solicitation from 89 police chiefs within the State of Wisconsin. From the responses some insight should accrue as to how police administrators feel about

a number of issues related to the operation of their departments.

The completion of this thesis represents the culmination of 11 years of part time study by the writer at Marquette University. Appreciation is extended to the many professors who patiently imparted knowledge and especially Dr. David Moberg who encouraged the writer to continue his studies. Special thanks are in order to my thesis chairman Dr. Richard D. Knudten who directed the subject matter and format of this paper, Dr. Anthony Meade who helped design the research methodology and questionnaire and Professor Anthony Walsh who assisted with suggestions and comments on theory. Personal sincere appreciation is extended to my secretary Mrs. Karen Rosecky for typing, printing and mailing the questionnaire. A special thanks to my daughter Mary for punching computer cards, to my daughter Carol for tallying figures on a calculator, and to my son Gerard who helped with some math problems. Most important I wish to thank my wife Thora who patiently proof-read and typed this thesis.

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CHAPTER I

THE PROBLEMS OF RECRUITMENT AND SELECTION  
IN POLICE AGENCIES

The Major Issues

Recent studies have shown that most police department entrance qualifications and testing are arbitrary, unrealistic and impossible to be justified as necessary for the performance of the police function. During the past decade, Law Enforcement Agencies have experienced increasing pressure to change their recruitment standards for entrance into the field. This phenomenon is particularly evident in the recruitment of police officers at the local level. Artificial barriers such as strength, height and weight, which operate to screen out minority group candidates, have come under attack by the Civil Rights Act of 1964. Title VI of this Act sets forth Justice Department - Law Enforcement Assistance Administration regulations under which "no person in the United States shall, on the ground of race, color or national origin, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under, any program or activity receiving Federal financial assistance" (LEAA, 1971:20).

Unrealistic Standards

Police Departments traditionally have over a period of a century established entrance qualifications which emphasize youth, physical strength, agility and appearance. Almost all local police departments require that an applicant take a written intelligence test; however, these tests are in no way standard for all departments, and many are ineffective for measuring educational achievement or personal capabil-

ities to perform police tasks (President's Commission on Law Enforcement and Administration of Justice, 1967:10.

Among such questionable mental measurements are I.Q. and other aptitude tests. Although police agencies use I.Q. scores as an arbitrary cutoff point for police applicants, the relationship between I.Q. and job performance is not constant (National Advisory Commission, 1973:338). A 1968 Study of the Chicago Police Department concluded that at least an average level of intelligence is needed to perform the police function but, beyond that, measurements are questionable (Baehr, Furcon, and Froemel, 1968).

Discrimination Against Women

Controversy in recruitment has also focused on the ability of women to perform the tasks required of a patrolman. Entrance qualifications for most police departments are heavily weighted in favor of male candidates. Female candidates if allowed to compete for the position of patrolman are usually screened out in the physical agility or oral interview phase of the examining process.

The reason most frequently cited by police administrators for not expanding the role of women in policing is that law enforcement is a hazardous profession and women would not be able to handle the physically dangerous situations they may encounter. Research studies continue to reveal that physical strength as a qualification for police patrolmen is considered of prime importance. Milton (1972:27) exposes this misconception about the necessity of physical strength as a qualification for performing the tasks of a police officer. She reports that:

Substantial research indicates that violent encounters between citizens and police are fewer in number than popularly believed, and that in those encounters the personality and the training of the officer are more important factors than the officer's strength. Additional research, as well as experiences of some policewomen, indicates that in volatile situations



citizens may react very differently to women officers than they do to policemen. And there are theories, supported by some evidence, that women may actually lessen violence rather than be overwhelmed by it.

As a result of these studies, women appear in the past decade to be gaining support for equal opportunity in the police field.

Discrimination Against Minority Groups

Minority racial groups have also found it difficult to become policemen. They encounter much difficulty in passing the I.Q. testing for entrance to the police field, primarily due to the culture-biased, white middle class structure of the examinations. Minorities generally have a difficult time understanding the vocabulary encompassed in the questions and thus are at a disadvantage in competing with white applicants. Restrictions on residence have also worked to their disadvantage to keep them out of all white communities. Some all white communities recruit from within their boundaries only and others require residency within one year of employment. In the latter constraint, minorities would find it difficult to obtain housing in an all white community. Finally, those minorities members who qualify and pass written and physical tests find that they do not score high on the oral interviews which are usually controlled by representatives of the white majority.

Although many roadblocks exist and the progress toward integration of police forces is slow, most large metropolitan police departments seem to be moving toward a goal of creating integrated law enforcement agencies, while simultaneously removing, or at least decreasing, discriminatory practices in the recruitment of officers and behavior among policemen as co-workers within police departments (Bannon and Wilt, 1973:21).

CHAPTER II

HISTORY AND PROBLEM  
OF POLICE AGENCY STAFFING

Transition from Citizen Police to Paid Police

In the early history of England and France the cost of developing a paid police force was felt to be beyond the resources of the Royal Treasuries. Private citizens were encouraged to do the job of apprehending criminals for a few shillings whenever the need arose. All male subjects of the Crown were considered eligible to perform this function.

Private citizens gradually became reluctant to perform the duties of peace officer because they had neither the desire or training to do the job. The poor quality of the few paid constables and watchmen contributed to social disorder instead of preventing it. The combination of these circumstances led to the first organized British metropolitan police force.

Availability of competent manpower, then as today, became an immediate problem. It was difficult to recruit suitable men to serve in the "new police," for the salaries were poor and the Parliament objected to appropriating Government funds to maintain a police force. The radicals were afraid of tyranny. The aristocracy, though willing to accept the protection of such a force, was disgruntled because the commissioners refused to abide by the traditional rules of patronage in making appointments (President's Commission on Law Enforcement and Administration of Justice, 1967:4,5).

The Spoils System

The practice of political patronage was prevalent also in democratic countries. The political arena in the United States has a long history of patronage which exists even in our present governmental

structures. In many cities the entire police force, including the Chief, was changed with each new administration. There was a false notion that "to the victor belong the spoils," a concept which inferred that it was right and necessary for a newly elected administration to discharge incumbents regardless of their capabilities and appoint its own party workers regardless of their qualifications to perform in the vacated position. This type of corruption was first introduced into American government between 1810 and 1824. Philosophies of this type were responsible in large measure for the failure of our national, state and local governments to attract to the public service a sufficient number of highly qualified candidates. The Commission of Inquiry (1935: 16-17-18) points out that:

"Patronage is the price of democracy, since the parties which we need for self-government cannot exist without spoils." This fallacy, more than any other, is responsible for the hopeless, defeatist attitude of good citizens, deterring them from advancing to the annihilation of the spoils system. There are, it is true, large cities, certain states and other areas where political parties and political activity are at present sustained by patronage. But in great sections of the United States, and in other democracies of the world, democracy exists, political life is maintained, parties thrive, without the spoilation of the appointive administrative services. The truth is, as Theodore Roosevelt once observed, that patronage is the curse of politics. It is the selling-out price of democracy, because of itself it turns the political party into a job brokerage machine, creating a mercenary army of occupation, which under the guise of democracy, robs us of self-government.

Problems of Police Development in the United States

The law enforcement structure in the United States along with other government jobs suffered the many ills of political appointments. The rotation of police personnel in office enjoyed so much popular favor that police posts of both high and low degree were constantly changing hands, with political fixers determining the price and conditions of each change. The whole question of police integrity in the public mind eventually became identified with the corruption and degradation of the

city politics and local governments of the period (Smith, 1960:186).

Many of the problems faced by early Colonial attempts to establish effective police agencies were carry-overs from structures that were familiar in England. The politically appointed offices of constable and sheriff were reinstated in America with little change in structure from their counterparts in England. These two law enforcement offices, however, became elective shortly after the revolution. The colonists also adopted the British constabulary-nightwatch system. Boston had nightwatchmen as early as 1636 and New York and Philadelphia soon developed a similar system. Between 1838 and 1870 all the Nation's largest cities developed combined day and night police forces.

These first formal police forces in American cities were faced with many of the problems that police continue to confront today. The lack of qualified candidates and the need for larger staffs required the police to compromise personnel standards in order to fill their quotas. Police salaries were among the lowest in local government service, which added to the problem of attracting a sufficient number of highly qualified candidates. Many of the problems that troubled these first organized metropolitan police forces can be traced to a single root-political control (President's Commission on Law Enforcement and Administration of Justice, 1967:5).

In order to alleviate many of the problems which hampered the effective functioning of police agencies, a number of reforms were tried. Most notable were the creation of police administrative boards, State control, and appointment of police administrators in large cities. Both attempts to cure political meddling were unsuccessful and were eventually discontinued. Civil service proved to be the most successful



in alleviating some of the more serious problems of political interference.

At the beginning of the 20th century a notable advancement in the police field was the advent of police training schools. Prior to 1900 and prevalent as late as the 1950s, a police recruit was sworn into service, given a badge, a gun, a uniform, and directed to patrol a particular beat area. Training was something a new policeman learned in the school of experience (Graper, 1921:109-110).

Most American cities depended almost entirely for the training of their police recruits upon the unstructured training by veteran officers who in many instances lacked adequate formal training themselves (Smith, 1960:147)

Despite the many frustrations and complexities that have plagued the development of the police profession, many hopeful improvements have occurred in the past few decades.



## CHAPTER III

### THE POLICE RECRUITMENT AND SELECTION PROCESS

#### Recruitment and Selection Defined

It is advisable at the beginning of this chapter to clarify, and make a distinction between, the terms recruitment and selection which are quite often used interchangeably. Recruitment is the process by which manpower is discovered and encouraged or attracted to apply for employment. Selection is the process by which potential employees, recruited from various sources, are examined and separated into two classes - those to be offered employment and those not to be hired. Selection is also closely related to job analysis, which by its development of job specifications states the types of employees that are needed (Yoder, 1956:203).

#### Recruitment Process

Yoder (1956) emphasizes the importance of the recruitment process from a social perspective as being largely responsible for the disposition and allocation of the scarcest and most valuable resource, i.e., man power. He is explicit in stating that:

If recruitment is unskilled or thoughtless, it may occasion the misuse, misapplication, and under-utilization of labor. It may direct manpower into positions in which participants will not utilize their highest talents, where they will not secure the training or experience essential to their maximum contribution, or where they may face long periods of idleness or numerous changes from one inappropriate job to another equally inappropriate (Yoder, 1956:167).

American Police agencies have also been affected by unskilled recruitment programs which in most departments are conducted by personnel who are not trained in personnel management. In the Police field recruitment can be viewed as becoming operational at the point in time

when the department budget request for additional manpower is formulated. Administrative staff, in analyzing the department work load and distribution of manpower, discover that there is a justifiable need for additional manpower in order to accomplish predetermined program goals. The job description and qualifications for the particular positions are updated if similar positions already exist in the department or new job descriptions and qualifications are written for new or innovative rank structures. Justifications for the positions in terms of accomplishing program goals are then a necessary part of the budget document.

After approval of the municipal budget by the Common Council or Board of Trustees, the recruitment of qualified applicants to fill the allotted positions begins. Most of the medium and larger cities in the United States have some form of a central municipal personnel agency which generally acts for all city employees, sets minimum requirements for different positions and standards for promotions, and provides job descriptions for applicants. However, the central personnel agency generally relies on technical advise and consultation from the police department in the recruitment of police officers (Wilson, 1972:247-248).

In Wisconsin the responsibility for the recruitment and selection of police officers is in the hands of Fire and Police Commissioner Boards. Every city with a population of 4,000 or more persons must have a board of police and fire commissioners consisting of 5 citizens, appointed by the Mayor. The Chief of Police is appointed by the board and the Chief appoints his subordinates subject to approval by the Board. Such appointments are made by promotion if advantageous, or

otherwise from an eligibility list provided by examination and approval by the Board.

In establishing the eligibility list the Board must adopt rules (which may be repealed or modified) calculated to secure the best qualified persons. They must provide for the examination of physical and educational qualifications, habits, reputation and experience. The Board must then print and distribute the rules for each examination which must be free for all citizens of the United States over 18 and under 55 years of age. The examinations must be practical and relate to those matters which fairly test the capacity of the candidates for the position they seek and may include tests of manual skill and physical strength. The Board controls examinations and may designate and change examiners. It must also give preference points to honorably discharged veterans (Wisconsin State Legislature, 1969:1146-1147).

It is quite revealing to discover that the recruitment process for police agencies in Wisconsin is predetermined to a large degree by laws enacted by the State Legislature. Police commissions do, however, have a certain amount of discretion in designing the rules by the qualifying "loop-hole" which states that they may "repeal or modify rules."

The Chief of Police as a community decision maker plays an active part by his influence with the commissioners on how the rules will be modified. The Chief should be aware that the first step in recruiting which should receive the greatest emphasis is that of attracting well-qualified candidates. The best selection procedures are of little value if the recruiting efforts fail to attract candidates of high

caliber. Studies have indicated that:

A task as important as the selection of police personnel should be approached positively; police agencies should seek to identify and employ the best candidates available rather than being content with disqualifying the unfit. The policy of merely eliminating the least qualified results in mediocrity because it allows marginal applicants to be employed along with the most qualified. The benefits of a positive selection policy are seen in a lower rate of personnel turnover, fewer disciplinary problems, higher morale, and better community relations (National Advisory Commission, 1973:320).

The first responsibility then for the Chief to accomplish these goals is to inform the board as to what the job description encompasses. Search of material regarding a number of police department job descriptions for patrolman varied from a few words to lengthy paragraphs. The City of Berkeley, California, examination announcement dated 10-20-60 listed patrolman duties as including beat and traffic patrol, investigation of crimes and offenses, performance of a wide variety of emergency services, and crime prevention activity (International City Managers' Association, 1961:135). The City of Muskego, Wisconsin, in its standard Job Description and Qualifications for patrolman dated 7-6-71 lists the duties as:

Patrol the streets and public areas of the City for the protection of its citizens, the safeguarding of property, the prevention of crime, and the apprehension and arrest of law violators. Investigate accidents, crimes and citizen complaints as directed... and initiate investigations of incidents occurring in the presence of the officer. Submit comprehensive reports of all investigations and follow through in the preparation and prosecution of cases before the court. Cooperatively perform other assignments as directed by...supervisory officers (Muskego, Wisconsin Police and Fire Commission Rules 1971).

From the job description the Chief will be able to determine the level of desirable personality traits necessary to perform the job.

The next step in the recruitment process is that of setting the necessary qualifications which will insure that the candidate has the

capabilities to accomplish the job description objectives. Again reports indicate that there is a variation in the basic qualifications from one department to the next.

In the same announcement of the Berkeley, California police department the following qualifications were listed:

Applicants must be between the ages of 20 and 29 by the final date of filing, have successfully completed the equivalent of 2 years of college (60 semester hours) in an accredited college or university, have a Motor Vehicle Operator's License and a good driving record, be at least 5'9" in height without shoes and have proportionate weight, be in good general health and physical condition, including uncorrected vision of at least 20/40 in both eyes correctable to 20/20; with good color vision and have a personal history above reproach (International City Managers' Association, 1961:135).

The Muskego, Wisconsin police department in the same commission rule listed a comparative set of qualifications as follows:

Applicants must have graduated from high school with a minimum average achievement and have completed 2 years of college (60 semester hours), be a United States citizen, licensed driver, 21 to 35 years of age, 5'8" minimum in height, minimum weight 150 lbs. and weight comparable to height according to F.B.I. chart, and meet psychological and physiological standards (Muskego, Wisconsin Police and Fire Commission Rules 1971).

A quick review of the Berkeley and Muskego qualifications indicates that they are quite similar and yet they are in a group of a small minority of police agencies in the United States that require more than a high school education.

The (President's Commission on Law Enforcement and Administration of Justice, 1967:125) has stated that existing selection requirements and procedures in the majority of departments, aside from physical requirements, do not screen out the unfit. We must recognize the potential danger in this revelation. It is possible that one incompetent officer can trigger a riot, permanently damage the reputation of a



citizen, or alienate a community against the department. It is essential, therefore, that the requirements to serve in law enforcement reflect the awesome responsibility facing our police.

The National Advisory Commission (1973:334-335) recommends that every State should enact by 1975, legislation establishing a State commission empowered to develop and enforce State minimum mandatory standard for the selection of police officers. The suggested minimum standards are listed as:

1) Age, with consideration given to lowering the present minimum age of 21 and to establishing a maximum recruitment age that reflects the physical demands placed upon a police officer and the retirement capability of police agencies;

2) Physical health, strength, stature, and ability, with consideration given to the physical demands of police work;

3) Character, with consideration given to the responsibilities of police officers and the need for public trust and confidence in police personnel;

4) Personality profile, with consideration given to the need for personnel who are psychologically healthy and capable of enduring emotional stress; and

5) Education, with consideration given to the mental skills and knowledge necessary to perform the police function properly.

The commission should also establish minimum standards that incorporate compensating factors such as education, language skills, or experience in excess of that required if such factors can overcome minor deficiencies in physical requirements such as age, height, or weight.

A study comparing the relationship of height to job performance was conducted within the San Diego California Police Department and the conclusions reveal that caution should be used in dropping the minimum height requirement below 69".

The results of the study indicated that although there is no significant difference in the activity, arrests, or sick leave

usage of officers under 69 inches as compared with those officers 69 inches or over, there is a very significant difference between the two groups in terms of the number of complaints, injuries, and police equipment accidents. Shorter officers are assaulted more frequently, complained against significantly more often, and are involved in more police equipment accidents than taller officers. In terms of cost effectiveness, the shorter officer is more expensive to the department and to the city (Hoobler and McQueeney, 1973:48).

The report indicated that the officers under 69 inches in height made significantly more arrests than officers 69 inches or over and the results for sick leave show that officers under 69 inches do have 4% less sick days than officers 69 inches and over in height. These two factors could significantly offset the cost factor of the other tests that indicated greater negative behavior for officers under 69 inches in height. In fact it would appear that the under 69 inches officers are more productive and thus more valuable to the department.

Other recommendations propose that police agencies should take a positive approach toward recruiting college-educated applicants. Minority group applicants should also be actively recruited as police officers in order to foster better community relations. Highly qualified applicants in minority groups are often overlooked because of minor deficiencies in height or weight and because they have not been actively recruited.

After the desired qualifications have been established the next step is to attract the maximum number of highly qualified candidates. Usually candidates in this category are in wide demand by industry and other police agencies. Consequently, the pay, working conditions and benefits should compare favorably with those available in other occupations (Wilson, 1972:252). In using the public media, publicity should be directed to all places which might be expected to yield

competent applicants. Recruitment should not be restricted to the local community because such restrictive provisions may deprive the city of the services of the best available manpower and constitute an obstacle to eventual professionalization. On the other hand, care should be taken not to recruit from a larger area than is necessary. Distance will depend on the expected number of qualified candidates and the realistic ability of candidates to afford the expense of competing. The alternative would be to give screening tests in communities near the candidate's home.

The amount of effort devoted to recruitment should relate to the estimated number of employees needed, the anticipated difficulty of the examination and the conditions of the labor market. Attractive examination announcements should be prepared and posted at strategic locations throughout the community and wider areas to be recruited. In addition, radio, television, theaters, the Press, billboards and direct contact methods should be utilized (International City Managers Association, 1961:133-134).

#### The Selection Process

The selection process is an important responsibility that should receive the greatest emphasis in the discharge of administrative duties. We have stated previously that without a solid recruitment foundation the selection process would be inefficacious. Concomitantly, the recruitment process would be wasted if the selection process was not professionally performed. The competence and integrity of candidates appointed to the force will determine the quality of police service for years to come. The principles that only the best candidates must be considered for selection, and that any doubts about a candidate's

qualifications must be resolved in favor of the department should be strictly adhered to (Wilson, 1972:259-260).

Carefully selected police personnel are the foundation upon which successful police administration is built. When a department fails to function properly, the cause is found in its low entrance standards or inferior or improper selection methods. Because of the enormity of the task of policing a community, it is necessary to emphasize the fact that the best human material in the country is none too good for the police service (City Managers', 1973).

That statement, made over 40 years ago, is still true. The importance of recruitment and selection cannot be overemphasized. A police force is only as competent and effective as its personnel (National Advisory Committee, 1973:320).

Through the proper selection and socialization of police personnel the total amount of control in a police department can be greatly decreased because the need for guarding against deviant behavior is reduced. Various studies indicate that a small increase in selectivity often results in a disproportionately large decrease in the investments required for formal control. The primary reason for this is that a high percentage of deviant acts are committed by a small percentage of the personnel; therefore, if these members are screened out, the need for formal control declines sharply. In summary, it could be said that the ineffectiveness with which a police organization selects its personnel is proportional to the amount of effort needed to maintain the level of control considered necessary (Whisenand, 1971:165).

The effectiveness of selection involves a number of other problems and in particular the problem of deciding what stage of maturation is most desirable. It has been said that mens' lives are shaped and perfected in four developmental stages: first, they are born and endowed with basic native intelligence and biological predispositions; second, they receive a general education which refines their intelli-

gence; third, there is special education which prepares them for a career; and fourth, they gain practical experience by working within their field of employment. The decision as to what stage in the developmental process to hire police patrolmen is exceedingly difficult. The ideal situation would be to determine through job analysis the precise amount of technical training and experience that is required and then hire the best man available. This in general has been the American philosophy and policy of selection in government service. Analysis of this practice however, has shown that it presents some drawbacks in the availability of qualified candidates. If the selection is made after men have already shown an ability to succeed in an assured career, they will not readily be willing to transfer to another career with little reward and the chance of success doubtful (Commission of Inquiry, 1935:38).

The majority of police departments have in the past and are continuing to hire personnel at the completion of the second and third stages of development but few, if any, concentrate their effort on hiring candidates who have completed all four stages of development. The Police Administrator should take a positive approach to selecting the best possible candidate. Most police administrators have a fair idea of the kind of candidate they do not want, but few have expressed selection standards in positive terms. There are a number of qualities that are essential for the satisfactory performance of the police function. Because he works with people, a patrolman must like people and be able to relate with them in a calm and dignified manner; he should be emotionally stable, courageous and firm, temperamentally equipped for police work, and free of bias or prejudice. In addition



he should be able to exhibit a forceful personality and should be poised with well-developed powers of self-expression. Because of temptation, his character and reputation must be beyond reproach. He must also have the innate intelligence to learn, retain, reason rapidly and accurately and to adapt quickly and satisfactorily to changing and emergency situations. And finally, of the greatest importance, he must have a keen sense of loyalty to the organization (Wilson, 1972:260).

Within the selection process a number of steps must be taken before the final choice can be made. The various examinations and testing must necessarily be evaluated in terms of expediency, overall costs and fairness in the elimination process. Most departments find it more expedient and less costly to administer the written intelligence test for job related abilities first. Standardized achievement tests are preferable and correlate highly with educational achievement with a passing mark generally coinciding with the scores of high school graduates at the upper quartile (Wilson, 1972:263).

The physical agility test is usually given at the same time as the written. This test should only be used as a qualifying step and should not be over-weighted for scoring in the final results. Many departments feel that a thorough medical examination can determine those who are fit and training can increase their agility.

The next step for many departments in Wisconsin is an oral interview before the Board of Police Commissioners. A 40% weight is usually given to this part of the examining process. Properly conducted this phase can reveal many personality traits that can be helpful in determining the candidates fitness for the job.

A small percentage of police departments utilize professionally conducted psychiatric and psychological testing as the next step in the selection process. The argument heard most often is that it is too expensive and difficult to justify in terms of concrete results. This is a fallacy that can result in missing a most important segment of information about the candidate which could be even more costly after he is hired.

The next steps of character and background investigations of the candidate are probably the most important steps in the selection process. Emotionally unfit, poorly adjusted, dishonest, or otherwise unqualified applicants are generally discovered by this technique. This is a task the police are well equipped to do. No person should be appointed without a thorough investigation of his character and background going well beyond a routine check of fingerprints or police records. With the facts obtained through the background investigation, a personal interview by the appointing administrator as the final evaluation can reveal a true picture of the candidate's character and be a deciding factor in whether to hire or not.

The final step and probably the most important in the selection process is the probation period. During this time, ideally for one year, the recruit may be summarily dismissed without a hearing. Up to this time the testing and investigating have served to select potential candidates who are likely to make good officers. The real test now begins to find out how the candidate does as a working officer under actual fire line conditions. Evaluation by training officers, field supervisors and fellow patrolmen become the final analysis as

to the candidate's fitness to become an officer (International City Managers', 1961:149).

Studies indicate that between 10% to 15% of recruit officers are dropped during probation. The foregoing lengthy and thorough process of recruitment and selection should by all criteria insure the hiring of police officers who are extraordinary in their psychological and physiological makeup, but even with all the safeguards the news media reports almost daily about police officers who have tainted the image of the police profession. The decision to select or not is an enormous responsibility and requires the talents of the highest caliber police administrator.

## CHAPTER IV

### THE COMMUNITY DECISION-MAKERS

#### Community Structure

The structure of government throughout the United States and within the State of Wisconsin varies from jurisdiction to jurisdiction. Administrators of police departments are referred to as a Chief of Police, Director of Police, Superintendent of Police or other title which has a military implication.

For the purpose of this study the term Chief of Police or Police Chief will be used to indicate the top police administrator (decision maker) in a police department.

There are three predominant forms of municipal government found throughout the United States, i.e., the city-manager system, the strong-mayor system and the weak-mayor system. The relationship of the Chief of Police to the executive head in each of these systems is slightly different.

The principal difference between these forms is the method of selection of the executive head. Most mayors are selected by popular election and as a result often feel that they must reflect public opinion to a greater extent than a manager. The disadvantage of the strong-mayor council form...is that there is no assurance in most situations that the mayor will have even a minimum level of qualifications. The advantage of the system is that the strong mayor has complete executive control during his incumbency. When the mayor is competent, the system is probably superior to a city manager form of government in which the manager is of equal competence.

The advantage of the city-manager system on the other hand, is that the average level of competence of managers is probably superior to the incumbent in the strong-mayor system because of selection standards which can be imposed upon an appointed office but not on an elected office in government. The disadvantage of the city-manager concept is that the manager is often forced to keep himself in check to satisfy a majority of councilmen,... (Wilson, 1972:17, 18).

Chain of Municipal Authority

A clarification of the concept strong-mayor form of government is in order at this point. It refers to a mayor who is a strong executive and manages the business of the municipality usually on a full-time basis. The weak-mayor form of government on the other hand is a combination of an elected mayor as the figurehead and an appointed administrator who manages the business of the municipality.

As varied as the forms of government in the United States are, the methods of appointing the Chief of Police are similarly varied. In the majority of States the State and Municipal Laws give the Mayor or City Manager the authority to appoint and remove the Chief of Police. Under these systems the Mayor or City Manager is the immediate supervisor over the Chief of Police and the Chief reports directly to him and not to the City Council. Although this system does place the Chief of Police at the mercy of an elected official, most systems have the safeguard of making removal contingent upon the approval of the majority of the City Council.

The State of Wisconsin handles this safeguard by granting the power of appointment and removal of the Chief of Police to a Board of Police and Fire Commissioners.

The board shall appoint the chief of police and the chief of the fire department, who shall hold their offices during good behavior, subject to suspension or removal by the board for cause (Wisconsin State Legislature, 1969:1146).

Although the Board of Police and Fire Commissioners has the authority to hire and remove the Chief of Police and approve appointments of subordinates, they do not have any control over the operation of the department. The Chief of Police answers only to lawful written orders



of the Mayor or City Manager depending on the form of government.

This system of government structure in Wisconsin gives the Chief of Police wide latitude in the operation of his department and the

"decision-making process" affecting its operation. Friedrich (1964:3) noted that:

The word "decision" has of late, come to play a large part in the vocabulary of moral and political discourse. He defines the term "decision making" as personal responses to what is regarded as a prevalent social situation and to the efforts to critically explain and evaluate that situation, whether the latter be real, imagined, or a bit of both.

It would be helpful at this point to delimit the range of phenomena under consideration when we speak of decision-making at the police agency level. Included are choices made by actors within the agency among alternative goals relating to the maintenance or modification of the agency's function and involving both the agency and the community it serves. That these decisions are choices suggests that they must not be dictated entirely by demands of the situation; there must be left open a minimal number of alternatives from which it is possible to choose. The principal decision-maker in a police agency is the Chief of Police and decision making by other actors within the agency are influenced heavily by the policies of the principal decision maker. The distribution of the power structure in this decision-making process thus follows a hierarchical design.

There are a number of influencing appendages which can be considered when discussing "decision-making" as a theoretical approach: Power, leadership, opinions, and influence are considered as central to the discussion in this paper.

## Power

Clark (1968:45, 46) views the conception of power from three distinct orientations:

1. Individualistic - Focuses on the degree to which a single actor within a social relationship achieves his desired goals; neglected are other actors, as well as the structure of the system within which the action occurs.
2. Dyadic - Power is conceived primarily as a relationship between two actors, where one is able to effect a change (in activity, belief, or something else) in the second actor.
3. Systemic - Power is the potential ability of an actor or actors to select, to change, and to attain the goals of a social system. This orientation emphasizes that power is a system - related property not readily transferable to another arena.

In all three orientations power is restricted to the "potential ability" of actors to bring about changes in the system. The Chief of Police realistically should function within a systemic orientation of power in his decision making. His decision-making will also follow an authority approach which focuses on hierarchical authority patterns, as symmetrical verticle role relationships between sub-and super-actors (Clark, 1968:47).

## Leadership

Decision-making also implies leadership as an important personality trait in carrying out its functions. The variety of personality traits which a leader may have is the same as that of any other group member, except that the leader usually has a higher rating on each "good trait". Most authorities would agree that traits such as intelligence, enthusiasm, dominance, self-confidence, social participation, and equalitarianism are frequently found to characterize leaders (Hare, 1962:292).

Bonner (1973:7-9) posits that there are three major attributes to successful leadership: Competence, courage, and compassion.

1) Competence is reflected in the demonstration of both technical and moral excellence exhibited to subordinates and members of the community. The leader must also let his abilities shine through as he participates in community activities. Competence finally does not imply a static condition but requires a renewal of the leader's knowledge through various forms of continuing education. 2) Courage is present not only in the sense of valorous conduct in the face of danger but the courage of the leader who can overcome failure and continue to try until he succeeds. 3) Compassion, which implies a genuine interest in others to the extent that the well-being of other people, is put before the leader's own personal safety, advancement, or comfort.

Hare (1962:293-294) identified five functions which he felt were common to leaders of all groups:

- 1) Advance the purpose of the group;
- 2) Administrate;
- 3) Inspire greater activity or set the pace for the group;
- 4) Make the individual member feel secure of his place in the group; and
- 5) Act without regard to his own self-interest.

Hare and Bonner have defined adequately what traits are necessary to make an effective leader. However, Bell, Hill and Wright (1961:6) present a different approach to the study of leadership and decision-making in their discussion of types of leaders. They indicate that most studies that bear upon public leadership can be classified as emphasizing one, or a combination of five approaches to leadership:

- 1) positional or formal leadership, 2) reputational or nominal leadership, 3) social participation, 4) personal influence or opinion

leadership, and 5) event analysis or decision-making.

Police Chiefs would be classified as being in the category of positional or formal leadership. This approach is one of the most direct ways of locating leaders. All that is required is to select those persons who occupy important organizational positions, leadership roles as higher civil servants or political appointees.

### Opinions

In making their decisions most leaders will certainly bring their personal opinions into play. An individual's opinions are but one of a number of consistent and regular forms of behavior which characterize him. From these consistencies in his behavior others infer the individual's personality. Personality is known as an inferred construct to which men ascribe certain dynamic properties, such as striving, adaptation, defense, etc. Opinions, like all behavior, both constitute part of the data from which personality is inferred and are in turn a function of personality (Smith, Brunner, and White, 1956:29).

Opinions, like any other form of complex behavior, are involved in a pattern of consistency. They reflect the man's style of operating. When we speak of "the expressive nature of opinions" we refer not to any need for expression, but rather to the simple fact that a man's opinions reflect the deeper-lying pattern of his life - who he has become by virtue of facing a particular kind of world with a particular kind of constitution (Smith, Brunner, and White 1956:38).

The influence of opinions on the decision-making process will then reflect the orientation of the Police Chief when he makes a decision in the selection of personnel. The type of person he selects will have been predetermined by his opinion of what constitutes the ideal police officer.

## Influence

The effect of "influence" as an appendage to the decision-making approach can be viewed as the amount of resources available to the person making the decisions. His influence will determine the amount of power and authority he can bring to bear in gaining agreements with his decisions.

Clark (1968:354) recognizes, for example that:

"We conceive of influencing the outcome of decision-making (or more generally, "achieving results in interaction") as the most general form of a phenomenon, and in all cases based on access to some form of resources. Frequently these resources can be directly used to sanction (positively or negatively); here the actor possesses power to directly control outcomes. If this power (control) is legitimated we understand it to be authority. If it is not legitimated (as in an "unauthorized" threat or use of force or restraint) we have coercion and deterrence. "

Among the most important of these resources are those to which a decision-maker has access by virtue of his incumbency in an institutionalized status or office. This is called the resource of authority", the legitimated "right" of the incumbent to make binding commitments regarding policies and the directing of the activities of his subordinates. The activities of such officials generally center on the application of positive sanctions such as hiring, promoting, pay raises, commendations and the allocation of funds, etc. But there is always the right of applying negative sanctions for noncompliance with directives of those in positions of authority (Clark, 1968:353).

Most decision-making officials operate in a realistic world, not in the "perfectly informed world of traditional economic theory. Therefore, even though it is assumed that they make decisions rationally, there are limits upon their rationality. Downs (1967:75) listed six reasons for this inadequacy:



1) Each decision maker can devote only a limited amount of time to decision-making;

2) Each decision maker can mentally weigh and consider only a limited amount of information at one time;

3) The functions of most officials require them to become involved in more activities than they can consider simultaneously; hence, they must normally focus their attention on only part of their major concerns, while the rest remain latent;

4) The amount of information initially available to every decision maker about each problem is only a small fraction of all the information potentially available on the subject;

5) Additional information bearing on any particular problem can usually be procured, but the costs of procurement and utilization may rise rapidly as the amount of data increases; and

6) Important aspects of many problems involve information that cannot be procured at all, especially concerning future events; hence many decisions must be made in the face of some ineradicable uncertainty.

In order to overcome these shortcomings the decision-maker should take advantage of every device and technique at his disposal. Joint participation in decision-making appeared as early as 1933 in the Hawthorne experiment at the Western Electric Company. Research demonstrated the importance of treating workers as individuals and helping them resolve their personal as well as job related problems in order to achieve maximum satisfaction and output. Continued research in this area has shown that employees do more and better work when treated as associates rather than as subordinates (International City Manager's Association, 1961:161). Wise Police Chiefs recognize the importance of joint decision-making in the formulation of policy, rules and regulations, and operating procedures. Subordinates who have a voice in determining their working conditions will voluntarily consent to strict controls.

In the selection process most Police Chiefs take advantage of assistance from their administrative staffs. Investigators are assigned to make extensive background checks on candidates. Recommendations are solicited from staff members who have taken part in the selection process. How the majority of police agency decision-makers take advantage of the available devices in selecting their personnel will be discussed in the findings of this paper.

## CHAPTER V

### METHODOLOGY

#### Survey Design

As a part of the information needed to give meaning to this paper it became evident that a survey instrument would be needed. The instrument was developed in the form of a questionnaire to be sent to 89 Police Chiefs in Wisconsin communities with a population of 5,000 or more persons as listed in the 1972 State of Wisconsin Department of Justice report on Crime and Arrest (1972: 151-152). In designing the questionnaire it was decided that information would be solicited that would give the researcher some basis for comparison of relationships between variables in the selection and decision-making processes of police agencies. The questionnaire examined six areas of interest: 1) General information about the police agency and community, 2) Entrance qualifications for Patrolmen, 3) Testing procedures, 4) Comparative desirable personality traits, 5) Scaled desirable attributes, and 6) Opinions of decision-makers (Police Chiefs) regarding their departments.

The central tenet of this paper and the six areas of the questionnaire were found to be dependent upon a clear understanding of two central constructs: 1) The job description for a police officer, and 2) The desirable personality traits needed to perform effectively as a police officer. A survey of the literature reveals some fundamental basic job descriptions and personality traits for police officers.

Basic Job Description for Police Officers

The primary duty of a Police Officer is to be of service to every citizen of a community and its guests. The service rendered is personal in nature and of the highest order, requiring sterling qualities in the individual who performs it. More specifically defined this service consists of four definite functions as follows:

1. The protection of life and property - By means of preventive patrol of beat areas, responding to and satisfying complaints or calls for assistance, and the performance of selective crime and accident prevention tasks.

2. Maintaining peace and order - By means of effective intervention and control of situations which are disruptive to the individual and community.

3. The enforcement of laws and ordinances - Through observations, investigations and scientific identification culminating in the arrest and prosecution of violators.

4. Promote and maintain community relations - Through positive interaction with all citizens acting in concert as a part of the community instead of apart from it. More specifically, the police officer must be an information center for referrals and other requests for assistance.

It can readily be noted that the demands of the job for a police officer dictate that certain essential behavioral attributes are required for successful performance.

These attributes and their related job tasks have been analyzed by the research team of Baehr, Furcon, and Froemel (1968) during their psychological assessment of patrolman qualifications in relation to

field performance under a grant to the Chicago Police Department.

Their findings (1968) indicate that it is essential for a patrolman to:

1. Endure long periods of monotony in routine patrol yet react quickly...and effectively to problem situations observed on the street or to orders issued by the radio dispatcher...;

2. Gain knowledge of his patrol area, not only of its physical characteristics but also of its normal routine of events and the usual behavior patterns of its residents;

3. Exhibit initiative, problem-solving capacity, effective judgement, and imagination in coping with numerous complex situations he is called upon to face, e.g., a family disturbance, a potential suicide, a robbery in progress, an accident, or a disaster ...;

4. Make prompt and effective decisions, sometimes in life and death situations, and be able to size up a situation quickly and take appropriate action;

5. Demonstrate mature judgement as in deciding whether an arrest is warranted ... or where the use of force may be needed;

6. Demonstrate critical awareness in discerning signs of out-of-the-ordinary conditions or circumstances which indicate trouble or a crime in progress;

7. Exhibit a number of complex psychomotor skills, such as driving a vehicle in normal and emergency situations, firing a weapon accurately under extremely varied conditions, maintaining agility, endurance, and strength, and showing facility in self-defense and apprehensions...;

8. Adequately perform the communication and record-keeping functions of the job, including oral reports, preparation of formal case reports, and completion of departmental and court forms;

9. Have the facility to act effectively in extremely divergent interpersonal situations. A police officer constantly confronts persons who are acting in violation of the law, ... He is constantly confronted by people who are in trouble or who are victims of crimes. Besides his dealings with criminals, he has contact with para-criminals, informers, and people on the border of criminal behavior. At the same time, he must relate to the people on his beat -- businessmen, residents, school officials, visitors, etc. His interpersonal relations must range up and down a continuum defined by friendliness and persuasion on one end and by firmness and force at the other;

10. Endure verbal and physical abuse from citizens and offenders ... while using only necessary force in the performance of his function;



11. Exhibit a professional, self-assured presence and a self-confident manner in his conduct when dealing with offenders, the public, and the courts;

12. Be capable of restoring equilibrium to social groups, e.g., restoring order in a family fight, in a disagreement between neighbors, or in a clash between rival youth groups;

13. Be skillful in questioning suspected offenders, victims, and witnesses of crimes;

14. Take charge of situations, e.g., a crime or accident scene, yet not unduly alienate participants or bystanders;

15. Be flexible enough to work under loose supervision... and also under the direct supervision of superiors in situations where large numbers of officers are required;

16. Tolerate stress in a multitude of forms, such as meeting the violent behavior of a mob, arousing people in a burning building, coping with the pressures of a high-speed chase or a weapon being fired at him, or dealing with a woman bearing a child;

17. Exhibit personal courage in the face of dangerous situations which may result in serious injury or death;

18. Maintain objectivity while dealing with a host of "special interest" groups, ranging from relatives of offenders to members of the press;

19. Maintain a balanced perspective in the face of constant exposure to the worst side of human nature; and

20. Exhibit a high level of personal integrity and ethical conduct, e.g., refrain from accepting bribes or "favors", provide impartial law enforcement, etc.

From this analytical study of essential behavioral attributes for police officers a working model of desirable personality traits for police officers which will be used as a working definition to develop our questionnaire and compare its results may be extrapolated.

TABLE 5.1

Model of Desirable Personality Traits for  
Police Officers

1. Intelligence
  - a) Native ability to learn
  - b) Empirical and educational knowledge
  - c) Common sense - (street sense) - adaptability
2. Psychological Stability
  - a) Emotional control
  - b) High stress threshold - courage
  - c) Maturity in judgement - tact - decision making
3. Physiological Qualities
  - a) Positive image - physical appearance
  - b) Physical agility - average or above
  - c) Strength and endurance - average or above
4. Social Characteristics
  - a) Ethical behavior traits
  - b) Personal integrity and commitment
  - c) Social interaction skills

Utilizing the above definitions of the job description and desirable personality traits for police officers in conjunction with the Reports of the President's Commission (1967) and the National Advisory Committee on Criminal Justice Standards and Goals (1973) as basic reference points, working definitions for the various sections of the questionnaire were developed:

Entrance Qualifications for Patrolmen

The answers to 12 questions under this section were utilized to score high or low standards of entrance qualifications as follows:

1) Education

Low standard = 12th grade or below

High standard = above 12th grade

The decision to define high standards as education above the 12th grade was based on the foregoing commission and committee recommendations that entrance qualifications should be a minimum of two years of college and by 1984 they should be raised to four years of college. Their research indicated that a high school education was no longer adequate for the efficient performance of a police officer's job.

2) Minimum Age

Low standard = 21 or over

High standard = below 21 or no specific age

The definition of high standard for minimum age below 21 or no specific age was based on the criteria of flexibility to be able to hire mature police officers below age 21. The age majority for the State of Wisconsin is now set at age 18.

3) Maximum Age

Low standard = below 35 years of age

High standard = above 35 or no limit

The definition of high standard for maximum age above 35 or no limit is based also on the criteria of flexibility to allow experienced officers from other departments throughout the country to compete for lateral entry to a department.

4) Minimum Height

Low standard = 5'9" or above

High standard = below 5'9" or no requirement

The definition of high standard for minimum height below 5'9" or no requirement is based on the same commission and committee reports that recommend a lowering of the height requirement or eliminating it completely. Their justification for this rationale is based on studies that indicate no existing relationship between police officer job performance and height.

5) Maximum Height

Low standard = specific limit

High standard = no specific limit

The definition of high standard for maximum height of no specific limit is based on the criteria of flexibility in hiring practices. Artificial barriers tend to screen out many otherwise qualified candidates.

6) Weight

Low standard = specific weight

High standard = no specific weight

The definition of high standard for no specific weight is also based on the criteria of flexibility. Weight should be proportionate to the body build and each candidate should be screened according to his agility and appearance.

7) Eyesight Requirement

Low standard = rigid without variance

High standard = flexible with variance permitted

The definition of high standard for a flexible eyesight requirement with variances from 20-20 vision permitted is based on the commission and committee reports that their studies reveal no existing relationship between police officer job performance and eyesight. The perfection of corrected lenses negates this barrier.

8-12) Minority Hiring Practices

Low standard = No answer to would you hire a particular minority

High standard = Yes

The definition of high standard as "yes" for the question, "would you hire a particular minority" is also based on the commission and committee recommendations that police agencies should give special considerations to hiring minority candidates in compliance with the recent civil rights legislation.

Entrance Testing Procedures

The answers to eight questions under this category were utilized to score high or low standards of testing;

No answer = low standard

Yes answer = high standard

According to the previously selected frame of reference all eight methods of testing were recommended in order to insure the highest level of applicant screening.

Comparison of personality traits = Using the four personality traits from the basic model, a comparison scale was designed to compare



each trait against every one of the three other traits. The instructions asked each decision-maker to indicate which trait he felt was most desirable in screening patrolman applicants. Answers to the comparison questions will be tabulated to determine the degree of desirability for each of the traits compared.

Desirable attributes interval ranking scale - All twelve traits in the personality model were used to develop this scale. Decision makers were asked to grade each trait according to their opinions regarding the relative importance of each trait in the selection of persons for the position of patrolman. Each question was designed to solicit a grading along an equal interval continuum from 1 to 11, with 1 being least important and 11 being most important.

Opinions of decision-makers (Police Chiefs) regarding their departments - Answers to 10 questions were solicited in terms of the adequacy or inadequacy of certain issues regarding the police department. The respondents were given a choice of six responses for each question, ranging from highly inadequate to highly adequate. These questions were designed to be used for testing a number of relationships between variables. Other variables needing definition were:

Salary - The mean of 68 starting salaries was computed at \$8,722 per annum. Two salary categories of high and low were established, falling on each side of the mean.

Community size - The mean of 68 community populations was computed at 25,473. Only 18 communities had populations larger than this mean and in order to obtain a better distribution of the cases it was decided to divide the large and small communities at a logical breaking point which would distribute the sample in two nearly equal parts. Large

communities were determined to be 1) 13,000 population and over, 2) \$200,000 minimum annual police budget, and 3) a minimum of 18 sworn officers. Through this differentiation 33 communities were grouped as large and 35 communities as small.

The development of the questionnaire and its results dictated that a limited number of statistical tests were possible. A decision was made to test the association between five specific variables and the variable (size of community). The specific variables to be tested against the variable (size of community) are:

- 1) Salary;
- 2) Entrance Qualifications for Patrolmen;
- 3) Entrance Testing Procedures for Patrolmen;
- 4) Desirable Personality Traits for Patrolmen, and
- 5) Adequacy of Physical Facilities.

The decision to investigate one variable (size of community) in relation to the above criteria was constrained by time and the limitations of the survey instrument.

It was also decided that additional association tests would be made between the following variables:

- 1) Entrance salary and adequacy of qualified candidates; and
- 2) Budget allocations and community support.

The chi-square ( $X^2$ ) test of independence will be used to establish the probabilities of any such associations between the stated variables. It is recognized that the chi-square test is applicable only when samples are randomly and independently selected. In addition, the chi-square table is valid only when each expected frequency is not small (minimum, 5-10), according to Mueller, Schuessler, and Costner, (1970:437).

## CHAPTER VI

## SURVEY FINDINGS AND RESULTS OF STATISTICAL TESTS

Questionnaire Significance.

Questionnaire returns were gratifying with 68 Police Chiefs responding for a 76% return. Table 6.1 shows a comparison of the universe and sample populations and the relationship of the percent of the departments responding to the percent of population represented.

TABLE 6.1

COMPARISON OF UNIVERSE AND SAMPLE POPULATIONS

Size of Community	Populations		Percent of Universe	
	Universe	Sample	Communities Responding	Population Represented
Large	1,505,284	1,145,504	80% N=33	76%
Small	338,094	324,641	73% N=35	83%
Totals	1,893,378	1,470,145	$\bar{X}$ =76.5%	$\bar{X}$ =79.5%

It can be readily observed that the percentage of the communities responding shows a corresponding relationship with the universe populations represented. The total sample population (total population of communities responding), represented 79.5% of the population universe and the communities responding represented 76.5% of the communities in the universe. The difference between the communities responding and the population represented is less than 5%.

Distribution of Population and Area Served.

The population and area serviced by the 68 responding departments varied widely as illustrated in Table 6.2.

TABLE 6.2

## POPULATION AND AREA SERVED BY NUMBER OF DEPARTMENTS

Population Interval	Population Served	Square Miles Served	Number of Departments
5,000 to 10,000	174,796	285	24
10,000 to 20,000	287,790	363	22
20,000 to 40,000	448,059	275	15
40,000 to 80,000	214,500	65	4
80,000 and over	345,000	108	3
Totals	1,470,145	1096	68

It should be noted that 46 departments in the population range of 5,000 to 20,000, or 67% of the departments responding, serviced a total population of 462,586, which represents 31% of the total sample population of 1,470,145. In comparison, 22 departments serviced a population of 1,007,559. In other words, 46 departments exist to serve a population approximately the size of Waukesha County and half the area of said county.

The Presidents' Commission Report titled The Challenge of Crime in a Free Society (1967) affirms these facts in its recommendation for the coordination and pooling of police services:

The machinery of law enforcement in this country is fragmented, complicated and frequently overlapping. America is essentially a nation of small police forces, each operating independently within the limits of its jurisdiction. The boundaries that define and limit police operations do not hinder the movement of criminals, of course. They can and do take advantage of ancient political and geographic boundaries which often give them sanctuary from effective police activity (1967:119).

Personnel Salaries, Strength, and Police Costs.

The mean entrance salary for patrolman was found to be \$8,722 per year

with a low of \$6,096 and a high of \$11,624. The total number of sworn officers represented was 2,281 and the total number of patrolmen was 1,528. Using the universal measuring instrument "number of sworn officers per 1,000 population", the study sample indicates that the mean strength is 1.5 sworn officers per 1,000 population. In comparison to the national average of 2.0, Wisconsin police departments according to our sample are far below the national average (Kelley, 1973:163).

There is impressive evidence that in many cities there are too few policemen. The current police-population ratio of 1.7 policemen per thousand citizens obscures the many differences from city to city, and region to region (The President's Commission Report, The Challenge of Crime in a Free Society, 1967:106).

Table 6.3 shows the number of police officers per 1,000 population, and the police cost per capita, according to five categories of population.

TABLE 6.3  
NUMBER OF POLICE OFFICERS PER 1,000 POPULATION  
AND POLICE COSTS PER CAPITA

Population Interval	Sworn Officers Per 1,000 Pop.	Patrolmen Per 1,000 pop.	Police Costs Per Capita
5,000 to 10,000	1.76	1.24	\$22.62
10,000 to 20,000	1.56	.98	21.15
20,000 to 40,000	1.17	.92	20.55
40,000 to 80,000	1.6	1.1	23.89
80,000 and over	1.32	1.01	28.11

Table 6.3 shows a distribution with the smaller and larger communities having a greater number of police officers per 1,000 population



and the medium sized communities having the smallest number of officers. The 80,000 and over interval would most likely show a higher number of officers if the interval had started at 60,000 and included a larger sample. The distribution of police officers also shows a relationship to the cost per capita.

Table 6.4 shows a similar distribution of police officers as reported by The Federal Bureau of Investigation (1973:163).

TABLE 6.4  
NUMBER AND RATE OF POLICE OFFICERS  
PER 1,000 INHABITANTS BY POPULATION GROUP

Number and Rate of Officers	Population Group					
	Over 250,000	100,000 to 250,000	50,000 to 100,000	25,000 to 50,000	10,000 to 25,000	Under 10,000
Number of Police Officers	125,193	25,170	28,422	28,058	34,142	27,765
Officers Per 1,000 Inhabitants	2.9	1.8	1.6	1.6	1.5	1.7
Rate Range	1.3-6.6	0.9-3.3	0.3-3.9	0.2-6.8	0.1-5.1	0.1-9.6

Relationship of Patrolman Entrance Salary to Size of Community

The results of this test and the following chi square relationship tests were obtained from the Marquette Computer Center. As previously discussed a salary mean was computed and a high and low salary was designated for each side of the mean. This variable and other specific variables were run against the singular variable "size of community." In addition computer results were obtained for relationships between a number of other variables.

Testing Design

H<sub>0</sub>: There is no relationship between the entrance salary of patrolmen and the size of the community.<sup>1</sup>

Level of measurement = Two nominal scales.

Model = Independent sample (N = 68).

Level of significance = .05 (  $\chi^2 = 3.841$  )

Degrees of freedom = 1

Chi-square computation =  $( \chi^2 = \frac{(f_o - f_e)^2}{f_e} )$

f<sub>o</sub> = frequency observed

f<sub>e</sub> = frequency expected (in parenthesis).

TABLE 6.5

ENTRANCE SALARY vs. SIZE OF COMMUNITY

Entrance Salary	Community size		
	Large	Small	Total
High fo fe	24 (69%) (17)	11 (31%) (18)	35
Low fo fe	9 (27%) (16)	24 (73%) (17)	33
Total	33	35	68
$\chi^2 = 11.5494$ df = 1 P = < .0020			

Since the observed value of chi-square is  $>$  3.841 the null hypothesis is rejected at the .002 level of probability and it can be said that there is a significant relationship between size of salary and the size of the community. The finding of significance is even more important because of the small sample and the percentage differences, i.e., 38% more large communities had a high entrance level salary than small communities.

<sup>1</sup>This is a null hypothesis which is used for statistical convenience to state that there is no difference or relationship between given variables being studied, and is rejected at a given level of statistical significance.

Relationship of Entrance Qualifications to Size of Community.

As previously defined, the answers to twelve questions were utilized to score a high or low standard of entrance qualifications. The answer to each question was given a 1/12th score if positive so that the total possible score for each set of 12 questions could be 1. By contracting the value of the questions, the entrance qualifications were run as one unit of measurement for each community. A score of 7/12 or higher was tabulated as high entrance qualifications and 6/12 or less as low entrance qualifications.

Testing Design.

Ho: There is no relationship between the entrance qualifications for Patrolmen and the size of community.

Level of measurement = Two nominal scales.

Model = Independent sample ( N = 68 )

Level of significance = .05 ( $X^2 = 3.841$ ). Degrees of Freedom = 1

TABLE 6.6

ENTRANCE QUALIFICATIONS vs. SIZE OF COMMUNITY

Entrance Qualifications Standards	Community Size		Total
	Large	Small	
High	25 (50%) (24.26)	25 (50%) (25.74)	50
Low	8 (45%) (8.73)	10 (55%) (9.27)	18
Total	33	35	68
$X^2 = .1622$ $df = 1$ $P = .75$			

Since the observed value of chi-square is  $\ll 3.84$ , the null hypothesis cannot be rejected. The indication is that no significant relationship exists between entrance qualifications and size of

community. There is, however, a small percentage difference of 5% in the predicted direction with small communities having lower standard entrance qualifications than large communities.

Relationship of Entrance Testing Procedures to Size of Community.

The answers to eight questions relating to the types of examinations were utilized to solicit yes or no answers. Again the answers were contracted in order to test the eight questions as a group in relation to the community size.

Testing Design

Ho: There is no relationship between the entrance testing procedures and the size of community.

Level of measurement = Two nominal scales.

Model = Independent sample (N = 68)

Degrees of freedom = 1

Level of significance = .05 (  $\chi^2 = 3.841$  )

TABLE 6.7

ENTRANCE TESTING PROCEDURES vs. SIZE OF COMMUNITY

Entrance Testing Standards	Community Size		
	Large	Small	Totals
High	26 (52%) (24.26)	24 (48%) (25.74)	50
Low	7 (39%) (8.73)	11 (48%) (9.27)	18
Totals	33	35	68
$\chi^2 = .905$ $df = 1$ $P = < .32$			

The observed value of chi-square is  $\lt 3.841$  at the .32 level of significance, therefore, the null hypothesis cannot be rejected. There is no statistically significant relationship between entrance testing procedures and the size of community. Again, attention is directed to the percentage indication that larger communities show a propensity to have higher entrance testing standards.

Relationship of Personality Traits to Size of Community.

As indicated previously, the personality traits intelligence, physical ability, psychological stability, and community relations were compared against each other trait, resulting in a possible high score of three choices for each trait. Table 6.8 shows how the large and small community decision makers scored each of the traits. No chi-square test was possible because the frequencies were too low.

Table 6.8 portrays how the 68 police chiefs viewed the importance of each personality trait when they were compared against each other. Psychological stability received the highest number of 100% comparisons (3 selections) and the highest total of (2 and 3 times selected) when compared with the other three traits. Therefore, the results suggest that the decision makers selected psychological stability as the most important attribute; intelligence as second; community relations third; and physical ability last.

It is interesting to note that 48% of the large community decision makers selected the foregoing sequence of importance for personality traits and 28% of the small community decision makers selected the same sequence.



TABLE 6.8

PERSONALITY TRAITS COMPARED AGAINST EACH OTHER IN  
TERMS OF MOST DESIRABLE ATTRIBUTE FOR PATROLMAN

Personality Traits	Community Size	Number of Times Selected				Totals
		0	1	2	3	
Intelligence	Large	0 (50%)	6 (30%)	20 (56%)	7 (58%)	33
	Small	0 (50%)	14 (70%)	16 (44%)	5 (42%)	35
Totals		0	20	36	12	68
Physical Ability	Large	19 (49%)	11 (46%)	3 (60%)	0 (50%)	33
	Small	20 (51%)	13 (54%)	2 (40%)	0 (50%)	35
Totals		39	24	5	0	68
Psychological Stability	Large	1 (50%)	5 (42%)	6 (33%)	21 (58%)	33
	Small	1 (50%)	7 (58%)	12 (67%)	15 (42%)	35
Totals		2	12	18	36	68
Community Relations	Large	6 (55%)	19 (59%)	8 (50%)	0 (0%)	33
	Small	5 (45%)	13 (41%)	8 (50%)	9 (100%)	35
Totals		11	32	16	9	68

Relationship of Physical Facilities to Size of Community:

The question asked of the decision maker respondents was "How do you feel about your physical facilities?" Answers were solicited along a range from highly inadequate to highly adequate.

Testing Design

Ho: There is no relationship between the adequacy of physical facilities and the size of community.

Level of measurement = Two nominal scales.

Model = Independent sample (N + 68)

Degrees of Freedom = 1

Level of significance = .05 ( $\chi^2 = 3.841$ )<sup>1</sup>

TABLE 6.9

ADEQUACY OF PHYSICAL FACILITIES vs. SIZE OF COMMUNITY

Physical Facilities	Community Size		Totals
	Large	Small	
Adequate	20 (64%) (15.05)	11 (36%) (15.95)	31
Inadequate	13 (36%) (17.95)	24 (64%) (19.05)	37
Totals	33	35	68

$\chi^2 = 5.815$      $df = 1$      $P = < .02$

Since the observed value of chi-square is  $> 3.841$  the null hypothesis is rejected at the .02 level of probability and it can be said that there is a significant relationship between physical adequacy of the facility and the size of the community. Again the strength of the relationship is also indicated by the percentages which show the degree of relationship to be quite significant.

Relationship of Starting Salary to Adequacy of Qualified Candidates:

The question was asked, "Are sufficient numbers of qualified applicants applying for the position of patrolman with your department?" Answers were solicited along an interval range from highly inadequate to highly adequate.

Testing Design:

$H_0$ : There is no relationship between the starting salary of patrolmen and the adequacy of qualified candidates.

Level of measurement = Two nominal scales

<sup>1</sup>The value of chi-square is the criterion value of 3.841 at .05 level of significance.

Model = Independent sample (N = 68)

Degrees of freedom = 1

Level of significance = .05 ( $\chi^2 = 3.841$ )

TABLE 6.10

ADEQUACY OF QUALIFIED CANDIDATES vs. STARTING SALARY OF PATROLMEN

Qualified Candidates	Starting Salary		Totals
	High	Low	
Adequate	27 (56%) (23)	19 (42%) (23)	46
Inadequate	7 (32%) (11)	15 (68%) (11)	22
Totals	34	34	68

$\chi^2 = 4.298$        $df = 1$        $P = < .04$

Since the observed value of chi-square is  $> 3.841$  the hypothesis is rejected at the .04 level of probability and it can be said that there is a significant relationship between the starting salary of patrolmen and the adequacy of qualified candidates. There were 16% more communities with high starting salaries who reported an adequate number of qualified candidates than those communities with low starting salaries. It is significant to note that 68% of the departments who had an inadequate number of qualified candidates applying for a position as patrolman also had low starting salaries.

Relationship of Community Support to the Adequacy of Police Department Budget Appropriations.

Two questions were asked of the police department decision makers;

- 1) How do you view your community's support for the department?
- 2) How do you feel about your budget appropriations?

Answers were solicited along an ordinal range from highly inadequate to highly adequate.

Testing Design

Ho: There is no relationship between the adequacy of community support and the adequacy of budget appropriations for the police department.

Level of measurement = Two nominal scales

Model = Independent sample (N = 68)

Degrees of freedom = 1

Level of significance = .05 ( $\chi^2 = 3.841$ )

TABLE 6.11

ADEQUACY OF COMMUNITY SUPPORT vs.  
ADEQUACY OF POLICE DEPARTMENT  
BUDGET APPROPRIATIONS

Budget Appropriations	Community Support		Totals
	Adequate	Inadequate	
Adequate	15 (65%) (14.88)	8 (35%) ( 8.12)	23
Inadequate	29 (64%) (29.11)	16 (36%) (15.89)	45
Totals	44	24	68
$\chi^2 = .0038$ $df = 1$ $P = < .95$			

The null hypothesis for Table 6.11 cannot be rejected with a low chi-square value of .003. The indication is that no significant relationship exists between community support for the police department and the adequacy of the police budget. It is interesting to note that 64% of the decision makers responding felt that they had adequate community support and at the same time 66% of the decision makers felt that their budget appropriations were inadequate.

### Personality Characteristics

The questionnaire solicited an interval grading from a low of 1 to a high of 11 for 12 characteristics. Table 6.12 shows the order in which they ranked from the highest to the lowest and the mean score of each from 68 responses.

TABLE 6.12

#### INTERVAL SCALE RANKING OF PERSONAL CHARACTERISTICS

Rank No.	Personal Characteristic	Mean of Ranked Scores
1	Honesty, loyalty and commitment to the team	10.397
2	Ability to control emotions in difficult situations	10.059
3	Native or innate ability to learn	9.691
4	Tact and maturity in making decisions	9.647
5	Common sense know-how commonly called (street sense)	9.471
6	Courage under fire with a high stress threshold	9.324
7	Knowledge gained through experience and education	8.765
8	Ability to interact with various social groups	8.750
9	Behavior conforming to ethical standards of society	8.632
10	Spartan-image and pleasant physical appearance	6.868
11	High performance in physical agility	6.088
12	High level of endurance and extraordinary strength	5.603

It is interesting to note that psychological stability ranked 2, 4 and 6 and intelligence ranked at the 3, 5 and 7 at the top, while social characteristics ranked 1, 8 and 9 and physical attributes ranked 10, 11 and 12 with the lowest scores. This is the same ranking as previously reported when personality traits were compared against each other.

### Opinions of Decision Makers

Findings as illustrated in Table 6.13 were solicited from 9 questions regarding how the Police Chiefs felt about certain issues related to their department. The answers ranged from highly inadequate to highly adequate. A mean score of 4 or higher indicates an opinion of adequacy in answer to the question.



INADEQUATEADEQUATE

Key: Highly Inadequate = 1      Somewhat Adequate = 4  
 Inadequate = 2      Adequate = 5  
 Somewhat Inadequate = 3      Highly Adequate = 6

TABLE 6.13

OPINIONS OF DECISION MAKERS

Rank No.	Question Asked	Mean of Ranked Scores
1	How do you feel about the overall performance of your personnel?	5.001
2	How do you feel about your entrance qualifications in terms of screening out undesirable applicants?	4.641
3	How do you view your community's support for the department?	4.64
4	How effective are your testing methods in discovering the most qualified applicant?	4.58
5	Are there sufficient numbers of qualified applicants applying for the position of patrolman with your department?	4.38
6	How do you view the size of your department in terms of meeting the efficiency level of a progressive large metro police agency?	3.97
7	How do you feel about your budget appropriations?	3.87
8	How is your allocated manpower in relation to accomplishing community expected program objectives?	3.67
9	How do you view your physical facilities?	3.42

The opinions of 68 Police Chiefs reflect that they rank the overall performance of their personnel more than adequate even though they indicate that they have inadequate budget appropriations, inadequate manpower to meet efficiency levels of larger metro departments and inadequate physical facilities. The majority of these decision makers felt that their entrance qualification and testing methods were adequate to attract qualified candidates for the position of patrolman, however they indicated that the number of qualified applicants applying for the position was just barely adequate.

## CHAPTER VII

## INTERPRETATION OF FINDINGS

The results of this research study reveal that there is a definite need for reevaluation of the Law Enforcement structure and machinery in the State of Wisconsin. The 68 Wisconsin Police agencies responding to the questionnaire indicated by their answers that they are to a large degree representative examples of the National Advisory Commission on Criminal Justice Standards and Goals (1973) and the President's Commission on Law Enforcement and Administration of Justice (1967) reports that our nation is composed of small police forces, each operating independently within confined jurisdictions. This phenomenon is substantially instrumental in creating a fragmented, inefficient and frequently over-lapping system of law enforcement in this country.

Wisconsin police agencies have indicated in their questionnaire returns that they are not in favor of consolidating services on either a regional or county basis. Survey results, in Table 6.2, show that 24 agencies (35% of the sample) served populations of less than 10,000 persons. The reluctance of this nation's small communities to respond to "National Advisory Standards and Goals" has been related directly to the same basic fears of the early American Colonists regarding a tyrannical strong central government and overpowering State or Federal Police Agencies. Small communities in Wisconsin are generally controlled by part-time political figures who expound home rule and community control over their police forces. The political body exercises this control over its police agency by means of budget appropriations which are unrealistic and in most cases hinder the efficient

operation of the police department.

Manpower requirements, which make up 90% of police agency budgets, are affected most seriously by unrealistic budget controls. Small departments suffer to a greater degree due to small community tax bases which result in the inability to support adequately staffed and equipped agencies. Consequently, small police agencies as reported in this survey, have consistently lower entrance salaries which show a significant relationship to the adequacy of qualified candidates applying for patrolman positions. Survey results indicate that 68% of the departments which had inadequate numbers of qualified candidates applying for a position as patrolman also had low starting salaries.

Small police agencies that are faced with the problem of attracting qualified candidates find that they must compromise their entrance qualifications to insure that an adequate number of persons will make application. This study revealed that 26% of the departments reporting had low overall entrance qualifications and only 12% of the departments responding required additional education beyond high school.

The low entrance qualifications also reflect the attitudes of the individuals in political power. They rationalize that if entrance qualifications are lower the salary demands will also be lower. Police union negotiators on the other side, consistently use high entrance qualifications such as education to justify their requests for higher salaries and educational incentive fringe benefits.

Political leaders are reluctant to spend municipal funds to train police officers when they realize that better trained officers will be

able to demand higher salaries. This factor, however, is balanced by the knowledge that the municipality is complying with the Occupational Safety and Health Act (OSHA) which requires that an employer must train its employees to perform their job safely. Well trained police officers are also added insurance for the governmental entity when it is faced with malpractice suits brought against police officers in the performance of their official duties. Police agencies, and in particular the smaller agencies, face a difficult uphill struggle to convince their political leaders that the highest standards in the recruitment and selection of police officers are necessary for the ultimate benefit of the entire community.<sup>1</sup>

Low entrance qualifications appear to have a direct influence on the level of testing standards. In the testing process the majority of departments responding indicated that they required a written I.Q. test; and only ten departments indicated that they did not test for job related skills. Physical agility tests were conducted by 50% of the departments, where a decade ago it was common for most police agencies to place a heavy emphasis on physical testing. This appears to reflect a deemphasizing of the importance of physical attributes. An encouraging factor was the indication that 50% of the departments required psychological examinations that were professionally administered. All departments reported that they continued to make thorough background checks on each applicant. In the overall testing process, 31% of the small departments had low testing standards as compared to

<sup>1</sup>These are personal observations by the writer who can comment professionally in this area as a Police Chief familiar with local government operations.

21% of the large departments with low testing standards.

Entrance qualifications and testing procedures among the Wisconsin departments reporting revealed that approximately 50% could be rated as utilizing all the professional instruments available to them in the selection of their personnel. The larger departments as a group had higher entrance and testing standards than smaller departments.

A surprising result in this study was the low comparison rating given to the personality trait of physical characteristics. Both large and small communities rated this trait almost identical in the number of times it was selected above each of the other traits of intelligence, psychological stability and community relations. No community decision-maker selected this trait over all of the other traits when compared against each of them and 58% of the communities did not select physical agility over even one of the other traits as indicated in Table 6.8.

When physical agility was broken down into three personal characteristics classified as: 1) spartan image, 2) agility performance, and 3) endurance and extraordinary strength, and rated along an interval scale, the three characteristics had the lowest mean scores as shown in Table 6.12.

These findings, somehow, do not coincide with the amount of emphasis that is placed on this trait under the selection process sections of most police administration books. It is commonplace for most police departments to set stringent height requirements at a minimum of 5 feet, 8 inches or 5 feet, 9 inches. Presumably there is a psychological advantage for taller and bigger men as their



imposing appearance may make it necessary for them to resort to force less often. Some departments use a physical agility test in addition to a physical examination and they reason that good coordination is necessary for the police officer's job performance and should be demonstrated (International City Managers' Association, 1961:177).

Wilson (1972:261), stresses the physical aspect when he states that:

...the recruit must be physically and organically sound; he must be young and of suitable size; he must have strength, energy, and agility; and his speed, endurance, and coordination must be adequate to deal with law enforcement or rescue operations that are physically demanding.

Perhaps the decision makers reporting in this study were looking at the ideal type when they expressed their feelings about the personality traits that are most desirable. They were probably expressing a professional stereotype image of what the most desirable personality traits should be while informally still recognizing that marginal physically fit candidates would be disqualified early in the selection process.

The controversy regarding the importance of physical attributes in the selection of police officers will continue for some time to come. Studies by the San Diego, California Police Department and Catherine Milton stress opposite viewpoints on this subject. See "Women in Policing." This particular segment of the selection process should be the object of future research studies, and especially in view of the recent relaxing of entrance qualifications as they pertain to female police officers.

The most notable results that seemed to surface repeatedly

throughout the research study centered around the evidence that large communities had much higher standards than smaller communities when comparisons between a number of variables were made. Larger departments served a larger total population and larger area with less duplication of effort and fragmentation as illustrated by the statistical results showing 67% of the departments serving less than one third of the study's sample population and the remaining 33% of departments serving two thirds of the sample population composed of communities over 20,000 population. Departments between 20,000 and 50,000 population were able to operate with less manpower per 1,000 population and showed a concomitant lower cost of operation per capita. Larger departments as a group had higher budget appropriations for recruitment and selection. Candidates are attracted to larger departments because of higher starting salaries and promotional opportunities. The statistical results of this study revealed a significant relationship between starting salary and community size with larger communities overwhelmingly showing larger starting salaries. The study also reported a significant relationship between available qualified candidates and the starting salary. Larger departments reported a significantly greater number of qualified candidates than smaller communities.

Larger departments throughout the study were able to project a better image than smaller departments as evidenced by the fact that there was a significant relationship between community size and adequacy of physical facilities with larger departments reporting more adequate facilities by a margin of 2 to 1.

The significance of large versus small departments seems to focus in on the basic reality that small populations cannot support police or for that matter any other municipal services as adequately as larger communities with a wider tax base. This is supported by the part of this study which asks the Police Chiefs how they viewed their departments size in terms of meeting the efficiency levels of progressive large metro police agencies. Of the large departments reporting, 70% indicated that the size of their departments were adequate to meet these efficiency levels as compared to 40% of the smaller departments which indicated an adequate response to the same question. In spite of all the evidence presented for improved services through consolidation, smaller department chiefs ironically reported overwhelmingly that they did not favor consolidating police services with a county or regional police agency.

The President's Commission on Law Enforcement and Administration of Justice (1967:3) addresses this problem succinctly in reporting that;

As America has grown and policing has become correspondingly complex, the existing law enforcement system has not always been altered to meet the needs of a mechanized and metropolitan society.

Over the years, the proliferation of independent and for the most part, local policing units has led to an overlapping of responsibilities and a duplication of effort, causing problems in police administration and in the coordination of efforts to apprehend criminals.

Small communities continue to ignore the overwhelming evidence that larger police agencies have the capability to provide a higher level of police service at a lower cost to the tax payer. The small community decision makers exercising legal authority (as distinguished by Max Weber) refuse to acknowledge that they are unable to provide

adequate police service to their communities. The cohesiveness of this small group interaction creates a community pride that will not allow the decision makers to admit that there is a better way to provide police service. There also exists among those in authority an element of fear that they will lose control of the enforcement element of their government. It is argued that, small town locally controlled police officers are closer to the people and understand their problems. This is a fallacy because large police agencies can provide the same close interaction by utilizing the "Team Policing" concept which emphasizes assigning the same officers to the same beat area on a continuing basis and further stresses that each officer strive to become an integral part of his designated community. The overall evidence as presented by the commission reports is clearly weighted in favor of some type of consolidation of police services.

As decision makers it does not appear that the majority of police chiefs in this state are facing up to the problem as reported in 1967 by the President's Task Force or as recommended in 1973 by the National Advisory Committee on Criminal Justice Standards and Goals. However, the blame should not be placed on the police alone as this problem must be faced by all segments of the population. Changes in government service will come about only when the tax burden becomes unbearable and the people demand that their public officials find solutions to the dilemma.

Much research remains to be done in this area of upgrading police services through the improvement of the selection process. This study has not begun to scratch the surface of the wealth of information to

be obtained by well designed in depth research studies.

There is available an abundance of statistical data within the records of numerous police agencies throughout the country. With the capability of computers in our modern day technology the analysis of this rich reservoir of information should present the least time consuming type of study. Questionnaire surveys have a continued potential for research in this area. However, a word of caution is in order. Future researchers in this area should concentrate on the statistical tests to be performed along with the hypotheses to be generated before developing the questionnaire instrument and in addition if the questionnaire addresses itself to Police Administrators or other decision makers, the questionnaire should be designed to require a minimum of time to complete in order that it does not become a balaboring chore for the busy executive. Recounting the past studies in the field of police science it will be noted that there is an absence of experimental type research studies. This is probably due to the difficulty in trying to control for internal selection in the control group (another police agency that would be representative of the experimental group). However, experimental studies designed for One-Group Pratest Posttest have the potential for yielding valuable results.

Future research studies should continue to concentrate on this important area in the field of police science because of the wide range effect of the selection process on the level of performance for police agencies. New ideas to be studied should concentrate on programs that would coordinate efforts to recruit, examine and establish



eligibility lists of personnel on a county or state wide basis. All agencies within the particular region could then draw their personnel from these lists. Other programs would study the feasibility of cutting down the time between application and hiring in order to compete with industry. Testing procedures are also wide open for new and innovative improvements.

It is hoped that this research study will generate other studies related to the many aspects of recruitment and selection of police personnel. Police agencies of the future will not only generate their own studies but will eagerly await the results of other studies that can show them the path to excellence in the performance of their police function.

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*Ervin W. Kraus*  
POLICE CHIEF



October 16, 1973

Dear Chief:

This attached survey questionnaire is a part of my Master's Thesis which I am developing as a requirement for a Master's Degree at Marquette. I am soliciting your assistance in helping me test a hypothesis.

Please be assured that information in this questionnaire will not single out individual departments. Do not sign your name or department anywhere in the questionnaire, but fill out the 3x5 card and return with the questionnaire if you desire to have a copy of my findings in summary form.

Because of the short time schedule for completion of my Thesis, I would appreciate an early return of the questionnaire on or before October 24, 1973. Please use the return addressed envelope to my department.

Thank you for taking time from your busy schedule to help me conduct this survey. If I can reciprocate in any way please do not hesitate to call.

Sincerely,

*Ervin W. Kraus*  
Ervin W. Kraus  
Chief of Police



Survey Questions for Master's Thesis

October 15, 1973

Conducted by - Ervin W. Kraus - Student

Marquette University Graduate School

Solicitation - Police chiefs of communities with a population of 5,000 or more in the State of Wisconsin.

Please answer the questions in this survey the way you view each circumstance or situation and not the way some other person or agency says it should be. Please note that most of the questions focus on the entrance level patrolman.

Population size of your community \_\_\_\_\_ Square miles \_\_\_\_\_

Total Police Department budget for 1973 \$ \_\_\_\_\_

Number of total sworn Police Officers - Male \_\_\_\_\_ Female \_\_\_\_\_

Number of patrolmen \_\_\_\_\_ Patrolwomen \_\_\_\_\_

Patrolmen beginning yearly salary \$ \_\_\_\_\_ Top salary \$ \_\_\_\_\_

Patrolwomen beginning yearly salary \$ \_\_\_\_\_ Top salary \$ \_\_\_\_\_

ENTRANCE QUALIFICATIONS FOR PATROLMAN:

What is the minimum education required? \_\_\_\_\_

Minimum age \_\_\_\_\_ Maximum age \_\_\_\_\_

Minimum height \_\_\_\_\_ Maximum height \_\_\_\_\_

Minimum weight \_\_\_\_\_ Maximum weight \_\_\_\_\_

Is an F.B.I. or medical chart for weight used? Yes \_\_\_\_\_ No \_\_\_\_\_

Maximum allowable overweight for body structure \_\_\_\_\_ lbs.

Eye-sight requirement \_\_\_\_\_

Sex requirement - Male only \_\_\_\_\_ Female only \_\_\_\_\_ Either \_\_\_\_\_

Are any of the above requirements ever waived? Yes \_\_\_\_\_ No \_\_\_\_\_

Would you hire for the position of patrolman if he or she met all the entrance qualifications and passed all testing:

A Negro American Yes \_\_\_\_\_ No \_\_\_\_\_

A Mexican American Yes \_\_\_\_\_ No \_\_\_\_\_

An Indian American Yes \_\_\_\_\_ No \_\_\_\_\_

A Long Hair Hippie Type Yes \_\_\_\_\_ No \_\_\_\_\_

A Female Yes \_\_\_\_\_ No \_\_\_\_\_

ENTRANCE TESTING FOR PATROLMEN - PATROLWOMEN

- Do you require a written exam. (I.Q. Test)? Yes \_\_\_\_\_ No \_\_\_\_\_
- Do you require a written exam. (Technical Skill)? Yes \_\_\_\_\_ No \_\_\_\_\_
- Do you require an oral exam.? Yes \_\_\_\_\_ No \_\_\_\_\_
- Do you require a physical agility test? Yes \_\_\_\_\_ No \_\_\_\_\_
- Do you require a psychological examination  
(Personality inventory)? Yes \_\_\_\_\_ No \_\_\_\_\_
- Is it professionally constructed? Yes \_\_\_\_\_ No \_\_\_\_\_
- Is it an oral or written examination? \_\_\_\_\_
- Do you require a medical examination? Yes \_\_\_\_\_ No \_\_\_\_\_
- Do you make an extensive background check on  
personal character & previous behavior? Yes \_\_\_\_\_ No \_\_\_\_\_

The following are sets of personality traits. Please compare them against each other in terms of desirable attributes that you would look for in patrolman candidates.

Please indicate which attribute in each set you feel is more important by placing its designated letter in the blank space on the right.

- (a) intelligence (b) physical ability \_\_\_\_\_
- (a) physical ability (b) psychological stability \_\_\_\_\_
- (a) psychological stability (b) community relation skills \_\_\_\_\_
- (a) community relation skills (b) intelligence \_\_\_\_\_
- (a) intelligence (b) psychological stability \_\_\_\_\_
- (a) physical ability (b) community relation skills \_\_\_\_\_

The following are 12 distinct personal characteristics. Please rate each characteristic according to its importance to you in selecting a person for the position of patrolman.

Under each characteristic there are eleven equal interval scale points. The scale runs from the least important to the most important. The larger the number the more important you perceive the characteristic. Seven is one scale point more than six and five would be the same value of scale point less than six.

Scale sample:

1      2      3      4      5      6      7      8      9      10      11  
 least important most important

You may choose any number as long as it indicates how important the characteristic is to you. Please read each of the following characteristics and circle the number that you feel best indicates the importance of each characteristic to you.

Possessing the native or innate ability to learn.

1 2 3 4 5 6 7 8 9 10 11

Knowledge gained through experience and education.

1 2 3 4 5 6 7 8 9 10 11

Common sense know-how commonly called (street sense).

1 2 3 4 5 6 7 8 9 10 11

The ability to control emotions in difficult situations.

1 2 3 4 5 6 7 8 9 10 11

Courage under fire with a high stress threshold.

1 2 3 4 5 6 7 8 9 10 11

Tact and maturity in making decisions.

1 2 3 4 5 6 7 8 9 10 11

Pleasant and spartan image physical appearance.

1 2 3 4 5 6 7 8 9 10 11

High performance in physical agility exercises.

1 2 3 4 5 6 7 8 9 10 11

High level of endurance and extraordinary strength.

1 2 3 4 5 6 7 8 9 10 11

Behavior that conforms to the ethical standards of our society.

1 2 3 4 5 6 7 8 9 10 11

Personal attributes of honesty, loyalty and commitment to the team.

1 2 3 4 5 6 7 8 9 10 11

The ability to interact with a wide variety of social groups.

1 2 3 4 5 6 7 8 9 10 11

For the following set of questions circle only one answer according to the sample key:

Highly Inadequate	=	HI	Somewhat Adequate	=	SA
Inadequate	=	I	Adequate	=	A
Somewhat Inadequate	=	SI	Highly Adequate	=	HA

In general, how do you feel about the overall performance of your personnel?

HI            I            SI            SA            A            HA

Are there sufficient numbers of qualified applicants applying for the position of patrolman with your department?

HI            I            SI            SA            A            HA

How do you feel about your entrance qualifications in terms of screening out the undesirable applicants and insuring that qualified applicants are not eliminated due to artificial barriers.

HI            I            SI            SA            A            HA

How effective are your testing methods in discovering the most qualified applicant?

HI            I            SI            SA            A            HA

How do you view your community's support for the department?

HI            I            SI            SA            A            HA

How do you feel about your physical facilities?

HI            I            SI            SA            A            HA

How is your allocated manpower in relation to accomplishing community expected program objectives?

HI            I            SI            SA            A            HA

How do you feel about your budget appropriations?

HI            I            SI            SA            A            HA

How do you view the size of your department in terms of meeting the efficiency level of a progressive large metro police agency.

HI            I            SI            SA            A            HA

Do you feel that your community would benefit from more efficient police service if the department was a part of a County or Regional police agency?

Yes \_\_\_\_\_ No \_\_\_\_\_