

## CHAPTER 6

### FINDINGS AND RECOMMENDATIONS

Findings and recommendations based on experiments using collected data evolved around the selection of a sound model of community-oriented policing. Morehead City Police Department appeared to meet this precondition, and this fact was verified using several means. Their contribution and documented positive outcomes were established during a research study conducted by the state of North Carolina and during a very extensive review of the department obtained using an internal "Climate Study," administered by this researcher. These means have amply established Morehead City Police Department as a good model for measuring community policing and other pertinent issues during the study.

Although more important to the researcher, the use of an internal climate sampling was crucial only while trying to gain a comprehensive profile of the department. The researcher used this means to gain insight into the agency's working environment. This allowed for a better understanding of the department's important contributions to Survey 2. Climate information was also obtained from one other comparable police department.

The key study outcomes were generated using measurements of the Survey 2 data. These data yielded the ability to measure variables, agencies, police officers and citizens from all appropriate geographical regions. All outcomes generated by this study and cited within the body of this research are based on the data generated from the Survey 2 form. Some of these findings resulted in establishing the notion of "Logical Receptivity" which may be an

outgrowth of police education, given the right environment. The experiments have also worked to expand the researcher's initial perception of what is noteworthy concerning post-secondary education as a standard requirement in police-officer selection.

Elements of the term "Logical Receptivity" suggest a more willing inclination to grasp a new design and accept the logic of a new philosophy. This being brought about through officers' enhanced intellectual environment and their approach to interpretation; they become more receptive to change and can envision the logic in the theory.

In the case of Morehead City, education seems to have opened an opportunity for a more likely acceptance of a major change such as that represented in community policing. Another observable factor at work in Morehead City is the quality found in the agency's leadership. Even though it was not a feature of this study, in fairness, it appears that the agency flexibility and the environment for change is orchestrated through a combination of officer education and training but, applied through quality leadership. They had skillfully moved department personnel assets around, placing round-pegs into round-holes with a minimum amount of confusion or backlash. It should also be noted that several officers in the managerial level of the department were well educated and either possessed or were pursuing graduate degrees.

## **6.1 EDUCATION, SELECTION, TRAINING AND ENVIRONMENT**

Either way, the predominant education factor appears to have improved the creation and understanding for change. It was apparent that officers easily comprehended the meaning of becoming shareholders in the department's outcomes. The department leadership in maximizing the effectiveness of their officers helped to create the working environment of the agency. The rank and file officers observed the change, understood the change and willingly followed the leadership more as colleagues than subordinates. It was also evident that there was a positive environment present and necessary for the level of change that had been undertaken.

Essentially, that environmental conditioning is a product representing a positive effect caused by the levels of officer education that are found within the agency. It appeared that when college educated officers are in a predominance, those officers with minimum or lesser education experience have given the more educated officers respect. It also appears that officers with lesser degrees of education will seek to assimilate into the educationally enriched agency culture rather than resist it.

It appeared that in this case, lesser educated officers have attached a certain amount of stature to officers who had attained a college education, and this resulted in a positive environmental circumstance within the department. This was unique and tended to contradict previous experiences of this researcher. Typically the opposite has been true, especially when college experienced or educated officers are not found in predominant numbers.

As originally hypothesized, results strongly suggest that education would make a difference

in the attitudes and performance of police officers. In addition, validating some previously held thoughts and research, it appears that under certain conditions, when educated officers are predominant, they seem to nullify the impact of those who may not have obtained an advanced education. The study may even suggest that sometimes the subjective views of those without advanced education and who hold upper level administrative positions may be critical to the absence of change and the continuing negative attitudes toward a new hiring criterion.

The managers of these police departments must recall the movement toward education was also strengthened by various scientific studies coupled with a strong desire by most to deal correctly with the aftermath caused by civil unrest during the Vietnam War and Civil Rights Movement. In short, police also needed a new image and a college-educated work force was one way to change it.

This movement, although promising was somewhat short lived. Many underlying community problems continued, and most agencies have failed to embrace a college education as part of a new hiring criterion. The current educational standard in most cases remains the same as it has since the 1950s. Most of the police agencies in the United States have chosen to remain fixed at a high school or GED level. This researcher has found it quite clear during this study that the system in the United States could find many new possibilities that have already been fielded and found successful in some previously used European models.

In some agencies the negativism toward education is just below the surface and has been able to remain in the shadows silently waiting for all new or progressive changes to go away. Most individuals who harbor these views were reluctant to either speak about them and absolutely demanded a confidential exchange.

These attitudes of course failed to take into consideration that science, societal changes and the approach of a more complex application of policing would soon appear. Community-policing, the new researched-based philosophy, would attempt to replace traditional policing and would receive funding to a level not experienced since the 1970s. The impact of such funding would go a long way toward becoming a factor serving to sustain the community-policing movement. The loan packages even included new incentives for education. All of these factors would help in altering some of the anti-education attitudes and in creating a work place more friendly to college educated officers. This would not become universal but would expand the education movement somewhat.

Merton (1968), in his classic work "Social Theory and Social Structure" indicated:

What the individual experiences as estrangement from a group of which he is a member tends to be experienced by his associates as repudiation of the group, and this ordinarily evokes a hostile response. As social relations between the individual and the rest of the group deteriorate, the norms of the group become less binding for him. For since he is progressively seceding from the group and being penalized by it, he is less likely to experience rewards for adherence to the group's norms. Once initiated, this process

seems to move toward a cumulative detachment from the group, in terms of attitudes and values as well as in terms of social relations. (Merton, R. K., 1968, p. 324)

It may be that earlier defections from policing by officers with college degrees occurred because of a reversal of the conditions found in Morehead City and may yet be found in a predominant number of police departments across the country. One must envision an opposite setting and consider officers with advanced education attempting to work in an unfriendly or close-minded environment, an environment where persons establishing the climate reflect only the most basic academic credentials and are well embedded within the organization, including the leadership. This unfortunate circumstance may be self-perpetuated by sub-cultural insecurity and may even be silently cultivated by less than qualified administrators. History may someday illustrate that the lingering by-product of such a condition is the continued lack of higher education standards for entry level officers.

In writing on the issue of community policing and recruitment for the Community Police Exchange, Dr. Rhonda DeLong (1999), of Indiana University suggests:

Recruitment and selection are critical to any department's success. Community policing needs officers who are able to think critically, problem-solve and have the ability to assert themselves when necessary. A solid education will assist in the development of an individual who is able to adapt to the variety of situations that police officers will encounter. And a well-thought-out recruitment and selection process will enable the department to

hire the best possible individual to meet its needs as well as those of the community. (DeLong, R. K., 1999,

[http://www.communitypolicing.org/publications/exchange/e25\\_99/e25delong.htm](http://www.communitypolicing.org/publications/exchange/e25_99/e25delong.htm))

Martin and Pear (1988), addresses education as part of a behavioral change. Elevating the impact of education on the work environment, they look at education in this manner:

The goal of education, for example, is to change behavior so that students will respond differently to their environment than they would, had they not been educated. To teach a person to read, for example, is to change her behavior in such a way that she responds to signs, newspapers, books, and so forth in a manner that is different from the way in which she responded prior to being able to read. (Martin and Pear, 1988, pp. 435-437)

It appears that Michael Brecci was correct in his research when he concluded:

As law enforcement agencies change to more responsive styles of policing, the success or failure of the programs will depend on the line officers' skills and initiative. Departments must encourage officers to acquire the skills they need to break down the barriers that have formed between the police and the community. The findings from this research demonstrate quite convincingly that officers are willing to spend the time and energy necessary to further their educations. They simply need encouragement and support from their departments. (Brecci, M. G., 1997, pp. 51-60)

The findings suggest that Morehead City may be somewhat unique for a small agency in that they have taken aggressive steps forward in their acknowledgment of college education. Depending on calls and officer availability, they allow officers access to college courses during patrol time and will even pay for their successfully completed courses. This illustrates the value placed on education by the agency and by the officers; it suggests advanced education will continue to be a valid asset for Morehead City police officers, and, according to this study, the agency appears to reap a measurable benefit from it.

As education is affirmed within the agency, stature is confirmed upon those officers with a college education and the working environment is enriched. This appears to cause lesser educated officers to align with or identify with those educated officers and rather than disdain or separating away from them they seek education for their own advancement. This causes the cycle to evolve in a positive manner, establishing a new status quo based on higher personnel standards and outcomes.

Just as an historic note, when the "Quinn Bill," was first passed in Massachusetts, senior officers without college education were then compensated at a lesser rate than some junior officers with a college education. Naturally, this set the stage for increasing the animosity between what rapidly developed as factions within many agencies. It is understandable why some officers with college degrees left police employment and given the environment, many finally yielded to aggressive recruitment campaigns launched by private industry. Certainly, some officers as well as police agencies perceived the so called "New Breed," of college-educated officers as a threat.

With few exceptions, this research established that respondents selecting basic police entry training subjects they considered to be the most important aligned along educational grounds. Those respondents with college education tended to select subjects with a service-oriented application (SOA), while others without college education tended to select those subjects that implied strong-enforcement applications (SEA). It is presumed that the delineation used separated the crime-fighter attitude of traditional policing from the community-oriented policing attitude generally associated with a service-first philosophy, neither of which implies a soft approach to crime.

## **6.2 RESPONSE TO THE HYPOTHESES**

In answering the hypotheses, this researcher feels that Hypotheses 1 and 2 have been satisfied, the research hypotheses have been supported by an intense study of the literature and use of respondent samples that have been obtained from adequate numbers of sources. The respondent samples are primarily identified as the two main categories of police and citizens. The responses were then tested, with all positive or negative results being recorded.

**Hypothesis 1:** With few exceptions in the United States, local governmental bodies including police administrators in cities and towns have adhered to hiring practices and criteria for law enforcement personnel that have ignored the measurable value of post-secondary education. Further, police officers and police officer candidates meeting minimum educational requirements for police employment may display less tolerance for a

community policing based Service-Oriented Application, (SOA) and thereby, become more likely to select an approach to policing that employs a more traditional Strong- Enforcement Application, (SEA) than those individuals having some college preparation.

**Hypothesis 2:** Some officers may enter the police profession with individualized notions of what the position should be and these preconceptions are not always changed during initial- or basic-level training. These views, whether correct or not may be replaced with alternative views prior to or after entering basic-police training or through some other intervening process. This experience may serve to broaden or even narrow an individual's views, depending upon the source of the event. It is hypothesized that post-secondary education serves to individually and collectively broaden police officers' attitudes toward their work.

**Hypothesis 3:** The basic law-enforcement-training (BLET) process will not always meet the needs of police officers entering police departments that considered themselves community-oriented policing (COP) agencies, and officers will sometimes lack confidence in their ability to apply basic law enforcement training in a community-policing environment.

Hypothesis 3, was not sufficiently supported during this study to prove this assumption, although some of the data obtained from Morehead City officers did indicate agreement. Individuals sampled may have stronger views if they have had substantial experience in agencies considered community-policing departments.

The police respondent samples obtained suggested that most law-enforcement officers held a belief that basic law-enforcement training currently in use would adequately answer community-policing needs. As noted, exceptions to these data were found in responses generated by the Morehead City officers. The answer to the difference between Morehead City and other responding agencies and officers in the study may be found in how they define the term “community-policing.”

Morehead City officers predominantly suggested that the entry training they had experienced or were aware of did not meet their community-policing standards. Based on the overall consensus in the agency and considering their recognized stature in the implementation of community policing, it is the opinion of this researcher that future research should be designed and another more micro study conducted. Such a study would focus specifically on basic entry training with a design constructed in a way that would isolate what type of agency respondents were selected. It would be important to learn if the respondents were from clearly definable community-policing departments or non-community-policing departments.

This researcher in addressing Hypothesis 3 found that citizens’ expectations and views were significant when accurately assessing police officers. They were responsive sources of information and readily shared their honest perceptions of police. Although they were not necessarily totally informed of the fine points or total content of police training, they contributed undeniable value to a comprehensive view of police effectiveness.

**Hypothesis 4:** Citizens have suggested with their responses that they have definite expectations of their police. These expectations may be related to either personal bias or cultural views. In addition, citizens' expectations of police include their perception of what police should require when hiring new officers and even extends into beliefs concerning police training practices. The researcher has found that in the context of this investigation, citizens' expectations concerning police hiring and training are relevant.

Citizens' responses to questions during this research provided important insight for this study and suggested opportunities for future consideration. Overall, the public, which included samples from the minority community, expected the police to be college educated and when you look at the issue from their perspective, you can justify their opinions. Citizens understand the awesome range of police authority, that salaries may reach up to \$60,000 or more a year, that they can lawfully take a life and that they can suspend personal freedom or lawfully use force when making apprehensions. Citizens, knowing this, seemed to assign higher education expectations based on these critical issues.

Citizens have high expectations concerning their police. They expect their police to be highly trained, meet certain standards of service, and they usually have confidence in them. This is reasonable considering the normal or prevailing relationship that normally exists between citizens and police in a democratic society.

Certainly, citizens were speaking through their legislators in those states that put pay education incentives for police officers in place early in the seventies and eighties. The

Quinn Bill in Massachusetts, supported by citizens provided an early initiative and remains a hallmark for successful change in encouraging education for law enforcement. Shortly after becoming law, many police agencies, aided through attrition of older officers and funding for college, began to change their philosophy toward education. Others even began to recruit on college campuses. True success of any police endeavor will require police agencies to understand their communities, their citizens' beliefs and expectations concerning delivery of police services and the value they place on the officers who serve.

### **6.3 RECOMMENDATIONS**

First, among the four recommendations resulting from this study is a new minimum education entry standard of sixty college credits or a two-year college degree. This would serve to begin the reversal of educated officers remaining in the minority in local policing in the United States. To ensure that change will take place and be perpetuated, we should address the most basic element of the law enforcement structure. This becomes especially important when considering most police agencies produce their leaders from the ranks.

In their criminal justice classic, Germann, Gallati and Day (1988) note:

The authors of this text believe that there is a slowly developing education/training crisis within the criminal justice system. Education and training can no longer serve as a process by which outmoded attitudes and habits are transmitted to succeeding generations without audit, excision, and change. What is involved is the very concept of education and training for the system. We must reexamine some of our long-held views on education

and training. (Germann, et al, 1988, p. 351)

The second recommendation is to design an experimental magnet school at the high school level. Students meeting a reasonable scholastic criterion, coupled with a desire for post-secondary education and especially those considering a career in policing, would be considered. This notion would serve to prepare a more successful entry-level candidate, initiate college credit during the last year of high school and improve the potential of candidate officers for completion of police training. Development of closely defined and validated articulation agreements with police academies could advance an officer's ability to obtain the necessary sixty college credits.

Two-year colleges could incorporate a police certification into the last semester of work similar to a practicum, opening another pathway into police service. All certification programs would be designed and approved through the police officer standards and training divisions (POST) of the various states. Certification costs could be borne by the student with remuneration as an incentive after one year of successful employment by a police agency.

The third recommendation is development of a dual-track system of preparation for police officers' advancement. Education would become Track 1 and Training, Track 2. Based on a presumption of the sixty college credits or two-year degree entry requirements, it would function as a tailored system for each department. The focus would be on the advancing individual's professional development and agencies community-based needs. Community

policing has made it necessary to advance the theory of personalizing service to meet the community's needs. Morehead City embodies this in their Personal Police Officer approach. The system would provide a meaningful relationship, combining police service, education and training in concert with the mission of the agency.

In further supporting this point the researcher cites Germann, et al. (1988) who writes:

Sooner or later. in order to transmit an organized body of knowledge, standardized curricula must be developed on a nationwide scale. Sooner or later, agency training programs must be expanded to include a much wider variety of up-to-date materials, or curtailed in favor of college and University pre-entry programs. (Germann et al, 1988, p. 351)

For instance, entry-level education that is firmly established at sixty college credits or a two-year college degree may be adequate for patrol officers and first-line supervisors. The next educational demand would be placed on first-level managers beginning with the grade of lieutenant. Before receiving a permanent promotion as "Provisional Lieutenants," they would be required to contract a reasonable completion date for 120 college credits or a bachelor degree. The upper-levels of management, majors and above would require a graduate degree, similar to upper-level administrators in business.

The fourth recommendation consists of a self-evaluation to be designed and conducted by the agency. Using data driven from the bottom up and analyzed under the oversight of an administrative staff officer, measurable information gained from both formal and informal

channels are evaluated. The outcome of the self-evaluation would drive training, professional development, the department's short-term plans and their long-range strategic models. The nature of the annual review process would allow for agency flexibility and smooth transition into change, given the current and ever-changing nature of policing. (Although the nature of the review design should be a custom fit for the agency, a format is suggested in appendix B-1)

#### **6.4 SUMMATION AND CONCLUSION**

Since undertaking this study the researcher has constantly discovered new possibilities that demand further inquiry. Many additional questions have materialized and among the most important viewed was the following:

1. Will officers be able to attain true community policing success as defined by the groundbreaking researchers Trojanowicz, Kappler, Gaines and Bucqueroux, (1988) if we do not change recruiting and training standards that meet the level of proactive demand embodied in community policing, and if so, will it really matter? According to police constituents, the citizens, it will, and they were clear about their expectations in all of this researcher's contacts.

When you consider the exact point made by Trojanowicz et al (1988) when suggesting a "New Breed" is necessary for success, we must also consider how a lack of change might bring about failure, Trojanowicz et al wrote:

Putting all the pieces together, it appears that the community policing approach overall, and the CPO's job in particular, demands a new breed of

police officer. It means that police departments must recruit a broad mix of individuals so that they can more closely mirror the sexual, racial, and ethnic composition of the communities they serve, and it also means those candidates should be sensitive to, and tolerant of, diversity.

In particular as well, the focus on community problem solving that is an integral part of all officers' jobs in a department that has adopted community policing demands recruiting candidates who can think for themselves. Because the community policing philosophy means a shift from focusing on individual crime incidents and the use of force to address them to exploring creative ways to address the underlying dynamics that create an environment where problems can persist, the best candidates must also be creative and innovative. This is not found among the authoritarian and conformists that have traditionally entered police service or the veteran officers who insist on transmitting the negative cultural aspects of policing to every new generation of officers. Because community policing grants more freedom and autonomy to line officers, the best candidates will be individuals who can function as true professionals. (Trojanowicz, et al, 1988, p. 277)

In a 1995 Langworthy, Hughes and Sanders in a study of very large police agencies they found that changes were occurring within the police recruitment and training. The authors outlined the following:

Overall, the selection process of these large police remain rather stable.

There were some changes in the use of common police officer selection methods. Fewer of the departments are requiring as many pre-employment standards, but more departments are adding selection steps such as intelligence tests, psychological interviews, written references and practical tests. These changes are not surprising in light of legislation regarding fair hiring practices. With an increased use of practical tests, these departments appear to be moving toward selection methods which have been shown to test the skills which are necessary in performing the police job. (Langworthy, et al., 1995, p. 29)

The issues surrounding selection criteria are usually connected to training at some point; with this in mind while searching for a Community Policing Model, it is reasonable to move between both during this summation. In viewing some of the problems attached to the training issue one must look at what really initially pushes the problems, and that invariably is cost. Police chiefs complain loudly when candidate officers they send to training facilities fail and are dropped from the program. Then they complain again when a police officer graduates that does not show the promise they expected. Either way it becomes a cost issue.

Realistically, training becomes a balancing act between money issues, officer graduation rates and officer competency. Although it is a known fact that you get out of training what you put into training whether it is a candidate officer or a finished portion of the curriculum, a major additional component is capital. This being noted, the reality of costing and the

ability to defray costs is probably going to play a larger role than initially expected in the training success and hiring of new officers.

As stated previously, the United States should consider the soundness found in some European training models. In particular, the European experience in integrating specialized education and police training. Then in addition to this, seriously consider the added benefit of a criminal-justice high school model similar to the one initiated during this research. Essentially, such needs have been amply illustrated and well supported during this study.

In another view of practicality, the North Carolina system has used a tuition model of police education and training (BLET) for their police officer candidates. Community colleges have even allotted college-level credit for some of the courses found in the training environment. Although somewhat different than the various European models, it seems to have worked for North Carolina, and even though more generic than community policing specific, it could be somewhat improved by placing certain community-policing electives or other options within their program.

Moving the focus to another part of the country, at least some colleges in Maine have seized the initiative and completed agreements with police training agencies and successfully integrated education into part-time police certification. With all of this in mind and given the views presented on training Langworthy, et al (1995) bring several strong points to the study about the serious issue of cost:

Four interesting trends can be found on academy training. First, the duration

of training is lengthening. Second, the data show a decrease in the amount of state funding for academy training, and an increase in the number of recruits that must finance the cost of the academy. Also, the use of computers in training has generally increased. Finally, the use of many subjects involved in interpersonal skills training is decreasing.

The current trends may indicate that the departments are reacting to an environment in which training requirements are increasing and funding sources are decreasing. In response to this, departments may be adapting by increasing the use of cost effective technology, decreasing the coverage given to nontraditional training and spreading the cost of training to outside sources. (Langworthy, 1995, p. 37)

The movement away from non-enforcement skills training such as interpersonal skills is an issue today and will continue into the future. Community policing demands good interpersonal and communications skills. It appears that Morehead City, when viewed from a small agency perspective, answers many questions. When studied with other police, citizens and even with prospective police officers, it is agency environment, culture, or a combination of both that appears to make a statement validating their policies and aligning with Langworthy.

The higher numbers of college-educated officers found in Morehead City tended to highlight officer basic training deficiencies concerning community policing however, they were able to overcome them and gain community police success as an agency. Many other

responding police officers whether college educated or not, made selections that indicated their belief in basic officer training adequacy for community policing. Where then is the deciding factor in responding officers selections?

The question is answered in what seems to be an agency culture brought about by a predominance of officer education that allows for logical receptivity then sets a positive agency environment. This researcher believes that this may be where the Morehead City strength is found. Their selection process is carefully guarded by the department's administrators allowing for a best-candidate rule to remain in effect. Their education requirements are consistent with most North Carolina agencies and set at a high school diploma or GED certificate.

It appears their selection process rather than their requirements have allowed for a high officer rate of college experience to develop. The end result is a generalized assignment of an elevated regard for college education. The agency in a bold move has even allowed officers to improve their educational standing by attending classes while on patrol time.

The agency has apparently succeeded in establishing their form of success; it works for them and it may become a prescription for others. A unique factor that has also emerged is the alignment of those officers without college experience to the philosophy of community-policing and in their selection of important training subjects and basic officer training adequacy. They made selections that closely parallel their more educated police officer associates.

The Morehead City police seem to have a positive internal culture, recruitment plan and organic training that seems replete with successful outcomes. The most unique and probably important element found within this department appears to be the quality of individual officers. The most predominant quality found in the officers appears to be a fairly high education level both within the line and the staff divisions of the agency. Apparently, this has served to propel the agency forward, creating a better climate especially when innovative philosophical concepts are on the table.

Certainly, a key point in finding success is that all factors surrounding change must be intellectually understood before they will be accepted either formally and informally by the internal culture of the department. Components such as internal climate, training and quality line personnel represent major elements that administrators should constantly monitor. Given these facts, climate surfaces again as one of Morehead City's assets.

Morehead City Police Department had used such internal sampling to their advantage prior to their operational change to community policing. Their activities reflect the following views of Milan and Smit (2001);

The climate of an organisation can be best explained as its functioning 'temperature'. Leadership should assess it annually to find out how personnel see and what they feel about every part of the organisation's performance.

(Malan and Smit, 2001, p. 242)

Another component of success is when the administration exhibits its commitment through

its actions and its policies. Now as we take another view of “Logical Receptivity,” it then makes more sense as it becomes part of the logic applied to the facts, information and circumstances surrounding the philosophical transformation of the agency.

Once the logic of the change is established, it becomes the precursor of receptivity, the last step in a process that seals an unwritten contract that seems to promote assimilation into the agency endeavor. Individuals internalize the shift, overcome bias or potential antagonism based on pressures found within the agency culture and then move forward in a positive manner. Personnel changes, where necessary, may also be required when inflexibility for whatever purpose is encountered.

The receptive state in which the members are found seems key and it appears that it is solidly promoted by certain pivotal factors. First, selective recruitment is needed. The most desirable candidates should be based on a combination of education and other community policing oriented criteria. Second, there must be a continued emphasis on education within the department, individuals' acceptance of the emphasis and continued support by the agency. Third, A commitment must be made by the rank and file to an ongoing pursuit of relevant training. It also appears that there is another unmeasured variable that surfaces within

Morehead City and that is found in the apparent trust, general confidence and professional respect that draws officers into the common purpose. Apparently, Morehead City has heard their citizens and responded. It appears that they have somehow aligned with the direction of Herman Goldstein (1977);

An aggressive recruitment effort, for example, no matter how impressive, will be ineffective in producing needed change if it seeks individuals judged capable of performing tasks related to the stereotyped mythical concept of policing, rather than the actual duties police are called upon to handle. Such an effort may even be counterproductive, as police officers, expecting one sort of job and receiving another, feel deluded and become dissatisfied. (Goldstein, H., 1977, pp. 259-287)

On a less optimistic note, the study also illustrates a breach in the overall expectation of the public and the actual feelings or realities found in some police samples. The general public expects that the police should have a college education. Their view is consistent with critical governmental studies that focused on college education as a hiring prerequisite such as the Wickersham report (1931) and the National Commission on Criminal Justice Standards and Goals (1973) that suggested a four-year college degree requirement by 1982. Although this has been pursued by some agencies, it has not been universally upheld.

Restating a point, citizens were noteworthy in their responses on the police officer education issue (Table 5.1, 6.1) and largely expected officers would obtain at least a two-year degree in order to be employed.

**TABLE**

**6.1**

**Do you think that police officers should have at least two years of college prior to being employed?**

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	Frequency	Percent	Valid Percent	Cumulative Percent
Yes	371	74.6	74.6	74.6
Probably Yes	71	14.3	14.3	88.9
No opinion	37	7.4	7.4	96.4
Probably Not	9	1.8	1.8	98.2
No	9	1.8	1.8	100.0
Total	497	100.0	100.0	

This further illustrates the value of an additional recruitment criteria that includes advanced education or a written contract that will mandate a terminal date for education compliance. Training and education could run on parallel tracks with a two-year level for entering officers, a four-year level for first line supervisors or junior managers and a graduate-level education for chief of police or senior administrators, consistent with a Masters degree in Business Administration (MBA) or Masters degree in Public Administration (MPA). This might work to open new avenues of communication with constituents based on higher levels of education, reassessed values and enhanced cultural understanding.

Though citizens thoroughly understand the need for some secrecy within police operations, agencies have to make an effort to turn up the communications levels with their communities. The problem is found when defining the limits of reasonable secrecy; it is here that the problems of subjectivity begin, and this may evolve into a lack of communication with a community. Usually communication will take place or move to a higher level only

after a crisis emerges.

Former Chief of Police in Madison, Wisconsin David C. Couper (1983) is quoted from his work "How to Rate your Local Police" written for the Police Executive Research Foundation (PERF) and cited earlier in this. Citing a danger when interacting with the community and others the chief notes the a negative issue of: agencies shrouded in secrecy. (Couper, D. C., 1983, pp. 1-28) This comment from the field acknowledges a major problem that must be overcome.

This in some cases has grown into an unwritten policy, easily accepted by those who may feel insecure in their own narrow perspectives or abilities. It will proliferate in an environment found in agencies that do not continue to positively reenforce or qualitatively select the best personnel.

These problems will not just disappear; they will perpetuate without a series of tangible top-down philosophical changes within agencies. These agencies must first elect to understand and follow the precepts of community-oriented policing, train their personnel to meet their expectations and hire new applicants that meet a higher criterion. Dean Barbara Price (1995) of John Jay College of Criminal Justice, also cited earlier in this work suggests that "public confidence is essential for order maintenance and stability in a community." (Price, B. R. 1995, p. 768)

Good communication between all parties becomes important when laying the groundwork

for trust and understanding. Essentially, police must, as indicated by the courts, be able to sustain scrutiny under a very bright light and this will result in more interactivity between all of the persons involved.

The need for a new criterion has been established and indicators found during this study suggest that college education is highly desirable if not crucial. The study was not able to specify the exact amount of college education; however, most positive responses from citizens suggested an entry level education of two years of college (Table 5.1, Page 235).

In Goldstein (1977) the author moves into a description that almost outlines some of the innovative college education initiatives of service learning and experiential education that places students into profession-related circumstances with real world applications:

A high level of intelligence is obviously crucial. Those joining a police force must be capable of making complex decisions on their own that have a major impact upon the lives of others. If they are to contribute to the field they must have the sort of inquiring mind that questions prevailing practices and comes up with new ways to improve the quality of police service. They must have the capacity to shift easily from performing one function to performing another one that requires a different approach and a different state of mind. (Goldstein, H., 1977, pp. 259-287)

Viewing a series of court postures on education, this researcher searching for conjoining

relationships, cites Doctor Arthur Gutman (2003), of the Florida Institute of Technology. Doctor Gutman writing a strong article for the publication "Society for Industrial and Organizational Psychology Inc., who notes:

For example, in *Spurlock v. United Airlines* (1972), the airline successfully defended a 4-year degree requirement based on expert opinion that a college education is needed to 'cope' with classroom training requirements. Here, the 10th Circuit also established a caveat for public safety routinely cited by other courts over the years. Accordingly:

When a job requires a small amount of skill and training and the consequences of hiring an unqualified applicant are insignificant...the employer should have a heavy burden to demonstrate...that his employment criteria are job-related. On the other hand, when the job clearly requires a high degree of skill and the economic and human risks are great, the employer bears a correspondingly lighter burden to show that his employment criteria are job related.

Additionally, in *U.S. v. Buffalo* (1978), a district court upheld a high school diploma requirement for police officers based on federal commission reports in 1967 and 1968 suggesting that 'a high school education is a bare minimum requirement for successful performance of the policeman's responsibilities.' And in *Davis v. Dallas*, a 'poor driving' policy was upheld based on research indicating that past habits predict future habits and an education requirement

(45 hours of college credit with C or better grades) was upheld based on the task force reports cited in U.S. v. Buffalo. (Gutman, A., 2003, <http://www.siop.org/tip/backissues/Jan03/06gutman.htm>)

In a final concentration on training the research has indicated that current basic police training appears to be adequate for traditional models of policing. The overall consensus of officers in an identifiable community-oriented agency however, suggests that it does not meet with community-policing requirements. This was found to be a strong suggestion throughout the police sample, but was not conclusive at the .05 level in a Tukey's post hoc test of the variable.

Police training is somewhat different in each state; police agencies likewise have missions that differ as well. The college model of using electives may be something the training establishments in each state could use; they could offer courses prescribed by a predominance of agency chief officers whose departments are involved in community policing. In "Policing a Free Society" it is noted:

In the constant search for ways to improve police operations, reformers give high priority to the training of new recruits. People routinely look to training as a way to equip officers to perform in stricter accord with desired standards. (Goldstein, H., 1977, p. 272)

Even though training has improved, and the officer on the street is capable of meeting

many of the requirements confronted in day-to-day police operation, this study is not intended to specifically face those issues. The study does however, address proactive attitudes and the ability of training establishments to keep up to date with training of their local community-policing departments and it further reenforces the need for an independent and continuing self-evaluation program.

In answering the primary questions, the study also uncovered an important although unexpected point. The public, including the minority community expects the police to be college educated. Some line officer basic salary earnings can reach up to \$60,000 or more a year based on a forty-hour work week. Officers can lawfully take a life, they can suspend personal freedom or lawfully use force when apprehending citizens. They use equipment that can take life if used improperly, and citizens in a highly informed democracy are well aware of this; in addition, citizens have sound views of how police should act (Appendix A-1-A).

The results of these facts are elevated expectations by citizens concerning their police. According to this study they expect their police to be highly trained and college educated. They expect them to meet certain standards of service, and generally in exchange, the public seems to have confidence in them. This is reasonable, considering the police community relationship that must exist at all levels of society in a democracy.

The primary questions posed in this study have been answered. The need for new criteria in hiring has been well established and the definition of adequate training re-established

with a new training mission focus and flexible model that allows for needs-based individualized adjustment at the local department level and then kept valid by reassessing outcomes. The reassessment would make use of an internal/external review or training evaluations processes framed on an annual timetable. This may be done even prior to accreditation by CALEA® in agencies or training programs that operate on limited funding, using a basic assessment program similar to those used in education.