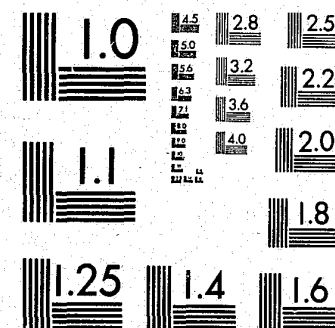


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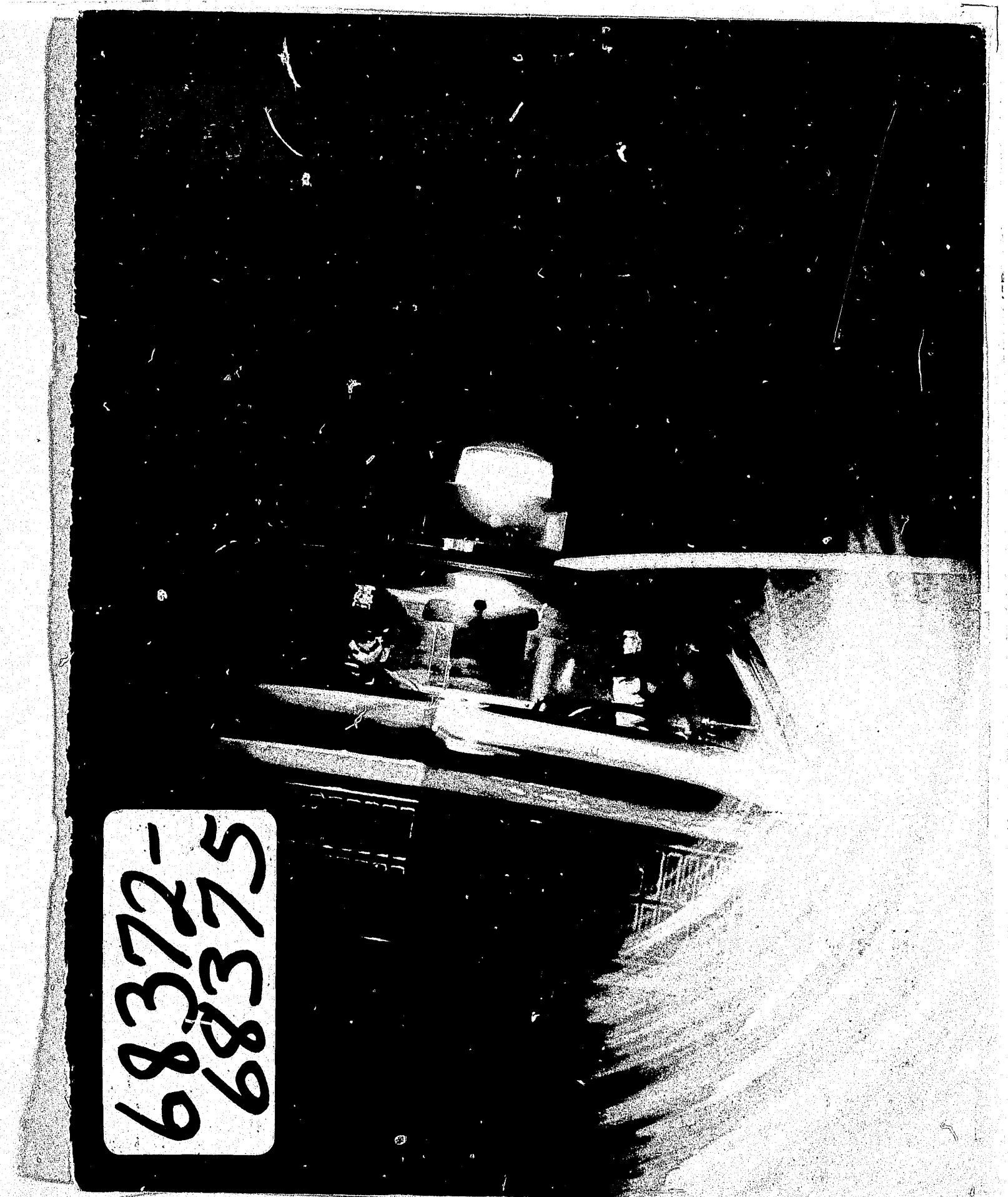


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The Cover:
In the early morning hours, Detroit, Mich., police officers respond to the radio call, "Shooting in progress, officer involved. . . ." (Photo courtesy Officer Alan Halstead)

**Federal Bureau of Investigation
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William H. Webster, Director

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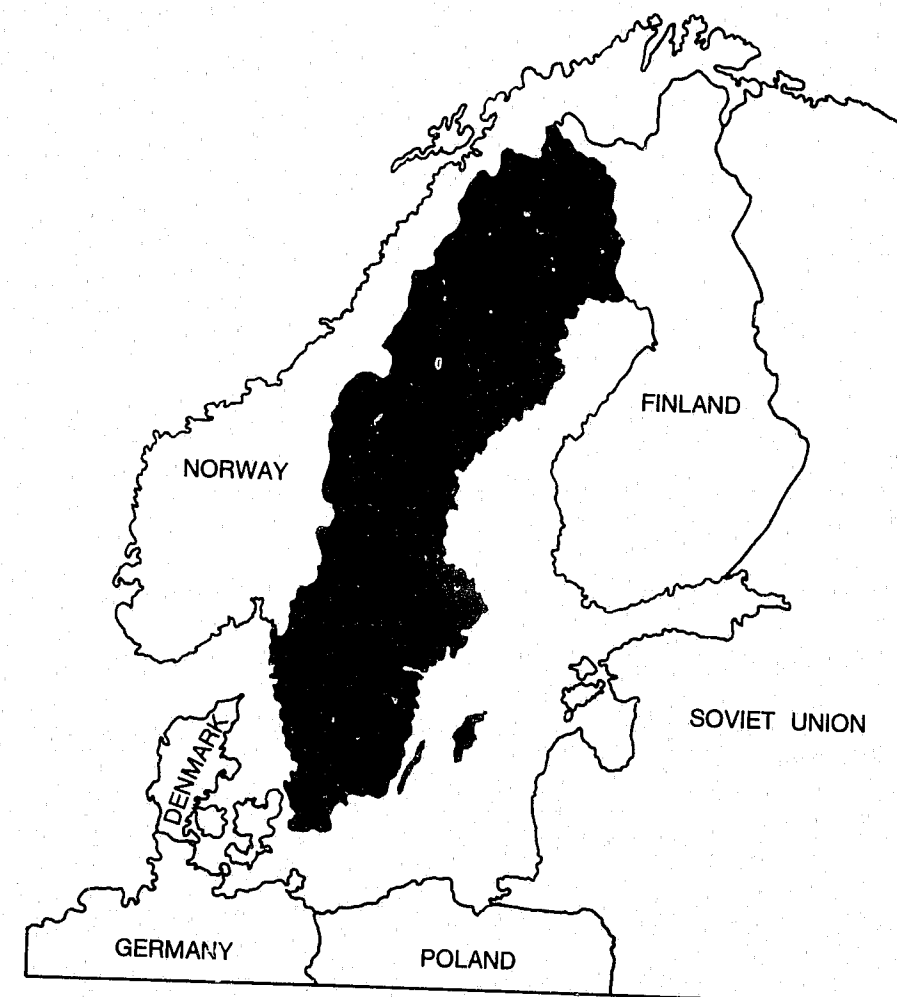
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Administration

SWEDEN State Police Not Police State

By JOHN R. KLEBERG
*Deputy Chief
Ohio State University Police
Columbus, Ohio*



In 1965, Sweden nationalized its police force, yet in many ways has endeavored to retain the influence and benefits generally associated with local control of police. This nationalization consolidated 554 different local police departments into 119 police districts. Today there are 118 districts, which are operationally controlled by a police chief. Also, there are 24 county districts encompassing other smaller police districts, with a chief administrator.

An interesting feature of this organizational design is the apparent lack of direct operational control by the county police chiefs over the districts in their counties, except for the county police executive's significant role in traffic supervision and coordinated crime control operations. How such coordination actually occurs is difficult to conceptualize. One can not, for example, equate it to the city police chief/sheriff relationship in the United States.

Both of these administrative levels have advisory councils of community lay members to provide police executives with information concerning police functions in the district or county. During a recent study tour in Sweden, it was my observation that police administrators were sensitive to views expressed by the councils, although they might have previously considered the councils merely as formalities required by law. Many chief administrators seem to appreciate their value as community representatives and as a significant communication channel between police and citizens. Although the influence of such a council on policy is primarily advisory, it was observed that police administrators were very cognizant of the need to be responsive to council ideas.

The final organizational level is the National Police Board (Rikspolisstyrelsen). The national board and its staff afford the districts general administrative direction and centralized services for purchasing, records, crime laboratories, training, and legislative review and analysis. The national board is composed of six members of Parliament, a representative from the police union, a representative of the union of civilian police employees, and the national police commissioner and his deputy.

The national commissioner and his deputy are appointed by the central government, the King in Council, for a term of 6 years. Since Sweden is a limited constitutional monarchy with a popularly elected Parliament, the King does not have administrative or political control over government units. With the exception of those police functions that directly relate to national welfare or security, the national commissioner does not become operationally involved in local police matters. It is also particularly interesting to note that lacking the commission of a serious crime, public servants, including police officers, cannot be removed from their positions. This program is intended to insure that public employees perform their respective duties without fear of retribution for "doing their job."

Since the police are national, they have responsibility for traffic enforcement, criminal law enforcement and investigation, national security, and the personal protection of the King, Prime Minister, and visiting dignitaries. For those limited matters concerning national security, personal protection, and crime control problems that transcend several districts, the national commissioner may exercise operational control. Laboratory services and law enforcement equipment in Sweden are modern, efficient, and maintained in good order. One interesting feature is a centralized multifrequency radio which permits communication between officers throughout the country.

Most impressive are the computerized information systems that enable law enforcement personnel to search automated files on stolen property, vehicles, fingerprints, and persons. It is important to note that Sweden has nearly 8½ million (1978) inhabitants and approximately 17,000 police personnel.

Another impressive automated information procedure involves the search of files containing only one latent fingerprint of arrested subjects. A 10-digit personal identification number, similar to our social security number, enables police officers to search a central file from the street or patrol car and receive detailed information on individuals he detains. Because they are needed for many socialized services, Swedish citizens permit such files and information exchange. However, they consider themselves and are, indeed, very free by our constitutional standards. Because of the volume of personal identifying information available to police officials upon request, fingerprints as personal identifiers do not have the same status in Sweden as they do in the United States.

It is important to make one additional general observation regarding the Swedish police organizational design. There are two distinct levels of police personnel—career officers and supervisors and career administrative personnel. Officers are generally recruited to enter the service as patrol or uniformed officers and may progress in rank to positions that include supervision, although this progression in rank is slower than in most departments in the United States. Opportunities for police administrative assignments and promotions for officers in this career path are increasing; however, most administrative personnel are recruited from outside the "rank and file."



Deputy Chief Kleberg



Donald G. Hanna
Chief of Police



Officers enroute to a driving exercise at an airfield examine the safety equipment in a patrol vehicle trunk. The exercise includes stopping vehicles and approach to violators while enroute.



Traffic officers receive a final briefing before they begin instruction on driver training. Officers are required to successfully complete a driver training course before they may operate a police vehicle

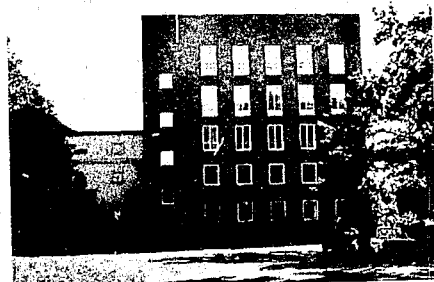


and a special and more extensive course before they are permitted to operate the vehicle with emergency equipment functioning.



A special marine patrol section is responsible for the waterways in the general Stockholm area. With a national police force the primary duty to

enforce boating laws, conduct emergency water rescues, and provide other enforcement efforts on the water is the responsibility of this section.



Administration building at the Ulriksdal police school just outside of Stockholm.



A classroom building at the basic police training school at Ulriksdal outside of Stockholm. The school was originally a training center for the Royal Army and reminds one of a small college campus in the United States.

An alternate career path involves police administration. Candidates with law degrees are recruited from outside the service for a distinct program associated with police management. Legal education in Sweden differs from the United States in that it consists of 4½ years of university study. Study is devoted to law, but is equivalent to a baccalaureate program in terms of length of study. Individuals are recruited as police secretaries and eventually move through more-progressive administrative roles to police chief. Persons selected for this program receive specialized inservice training and also serve in a functional capacity with the public prosecutors and in the courts before being promoted to police chief.

Training

How does all this translate into police training? Are officers prepared for their roles? Is training complete and comprehensive? There are, of course, many other general observations about the police structure, legal system, and society in general that are relevant in this regard. A Roman legal tradition, socialized society, and vast historical background are very relevant to police and public expectations in law enforcement.

It is desirable to distinguish between education and training as they relate to the preparation of police officers for their duties. Education, one could say, is the process of preparing the officer to consider variables, evaluate possible courses of action, and make judgments based on his educational experience. Training, however, prepares the police officer to perform in a certain manner under a given set of circumstances.

When one examines and attempts to compare the law enforcement service of one country or Nation with that of another, it is difficult to determine what standards should be used. Law enforcement functions are unquestionably the product of history, culture, tradition, and law. It is, therefore, necessary to consider these various elements in making a comparison. Similarly, there are some aspects of the various agencies that might, from a practical perspective, actually defy comparison. Police titles, for example, are very difficult to translate.

Under the direction of the National Police Board, two primary schools, located in Ulriksdal and Solna, prepare individuals for a law enforcement career. On September 1, 1979, the schools—both located in the Stockholm Metropolitan area—were elevated to a status which, in practice,

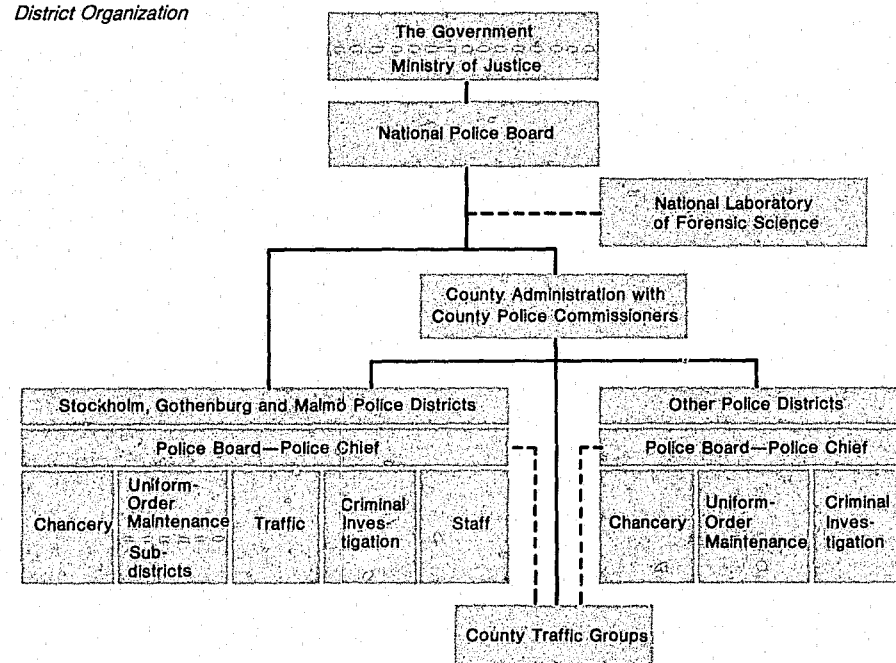
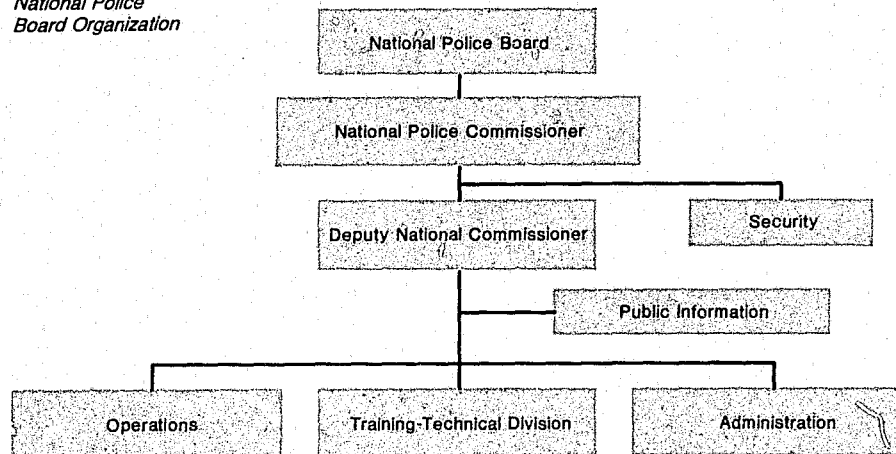
permits some of the subjects taught to be considered equivalent to courses offered at a university. Such recognition by educational authorities permits discussion regarding the subjects between the police colleges and higher educational institutions. Although the importance of such an endeavor is realized by many of the police schools' instructional staff, most subject matter is unquestionably training.

For many years, the faculty of the police schools has been composed of experienced law enforcement personnel, civilian teachers, and university faculty members who instruct on a part-time basis. Basic training involves 43 weeks of instruction at Ulriksdal. Thereafter, the newly trained officer works for 1 year on uniformed duty and 1 year in plainclothes investigative assignment.

New personnel are eligible for appointment consideration between the ages of 18-35, and approximately 800 new recruits enter the school each

year. These individuals are divided into three classes beginning at different times in the year. Attrition is reported to be about 15 percent during the basic training period.

The Ulriksdal school atmosphere is very similar to a small college campus in the United States. Students are casual in appearance and dress, class size is limited to 20 students, and class time is restricted to 40 minutes a session with 8 sessions a day. Emphasis is placed on a format of instruction, practice with an instructor's guidance, and rehearsal alone with a critique by an instructor. Practical exercises are used, with considerable emphasis placed on insuring that each officer responds and performs the same way under any given set of circumstances no matter where in the country they may be assigned—training by our definition.



Yet, there are also subject areas devoted to language—Swedish and English—law, government, basic psychology, sociology, and dealing with mental illness. Most of these "educational" courses are presented at a level comparable to first-year introductory courses in an undergraduate program. What is evident, however, is the time, care, and precision with which the instructional staff functions. Without exception, the teaching faculty are devoted to the task at hand—to insure that each officer understands the material being presented. This commitment seems, in fact, to pervade the entire culture and is found in high-quality work performance in many trades and occupations.

Without question, when observing the behavior of Sweden's police or by analyzing the training curriculum, it is evident that the Swedish police officer is devoted to maintaining order. Keeping the peace, insuring stability in social encounters, assisting citizens with any task, particularly as it relates to the government, is the accepted police role. Indeed, many officers and citizens alike see the police officer as the only trustworthy person immediately available who could be contacted at any time to resolve problems which otherwise might not be resolved. For these functions, the curriculum and instructional methods at the police schools meet every test. Calmness, patience, understanding, and other desirable human qualities were noted in every officer encountered.

In matters of crime control, however, the individual police officer is prepared to stabilize a situation and turn possible offenders over to officers specializing in investigative assignments. Since specialization is found throughout the police force, flexibility, discretion, independent decisionmaking as it relates to arrest decisions, investigation, and prosecution are not generally the prerogative of the individual officer.

Training often satisfies specialization, while education is crucial to generalization in police work. Possibly, the most notable divergence when comparing training and education of police officers in the United States and Sweden is the current emphasis in the United States on higher education prior to affiliation with a police agency. While most police departments in the United States appoint officers at age 21, appointment in Sweden can be at age 18; thus, the opportunity for formal education above the high school level might seem greater in the United States. It was reported, however, that a larger percentage of newly appointed officers in Sweden today have educational experience above high school.

The point, however, is that when the entire training and education of police officers takes place at one center over an extended period of time by the same faculty, the "officer product" will indeed be very similar. This is an objective of the training efforts when an individual first enters the Swedish police service.

Summary

In Sweden, most officers are very well-prepared for order maintenance functions. The extreme variety in assignments in the country is, however, devastating. Officers may be assigned to perform in the congested cosmopolitan area of Stockholm at one time or in a small rural area of Sweden with a substantially smaller population at another time. The need to relate to the community has been realized and has resulted in the assignment of "block police" in some areas of the country—our concept of team policing.

One might easily conclude that many problems associated with the delivery of police service and the preparation of officers for that delivery in Sweden and the United States are very similar indeed. There are many officers in both countries who are very much the same—idealistic at first, cynical as time progresses, discouraged with the system in later years. In both countries many officers become suspicious of community members who, in turn, are suspicious of officers whom they perceive to be officious.

Public law enforcement is a difficult task in Sweden and the United States. Basic, advanced, and specialized training must prepare the officer for a complex, demanding, and challenging set of responsibilities that are very fluid. An appropriate mix of courses at the university level and instruction in necessary skills at a police school, constantly refreshed and augmented by local training endeavors in response to recognized need, would best serve the police and the community in both countries.

So it seems the police and the community in both countries continue to be served best by an appropriate mix of university level courses and solid instruction in police skills. **FBI**

END