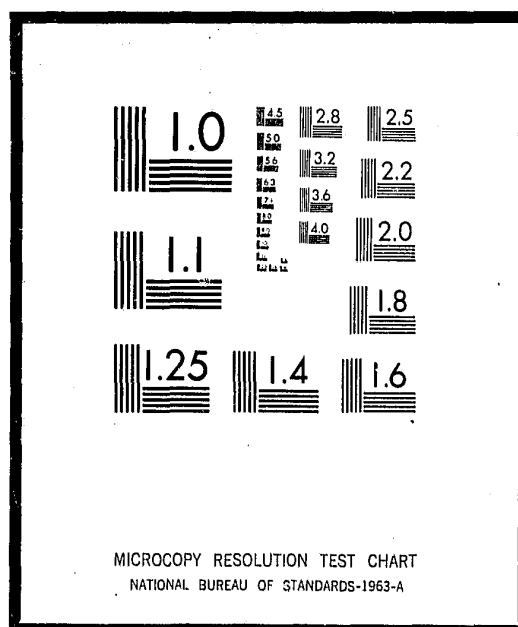


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MUNICIPAL POLICE

PERSONNEL SELECTION

ANNOTATION:

PERSONNEL AND TRAINING PRACTICES AMONG ALL MAINE MUNICIPAL POLICE DEPARTMENTS, HAVING AT LEAST ONE FULL TIME PAID EMPLOYEE, WERE STUDIED.

ABSTRACT:

ASPECTS OF PERSONNEL ADMINISTRATION, WORKING CONDITIONS, FRINGE BENEFITS, AND EMPLOYEE PERFORMANCE EVALUATION WERE EXPLORED. RECRUITMENT, EXAMINATIONS, PLACEMENT AND PROBATION, EMPLOYEE TRAINING AND CONSIDERATIONS IN THE TORTIOUS ACTS OF THE POLICE WERE EXAMINED. PROGRAMS FOR IMPROVING THE QUALITY OF POLICE PERSONNEL AND TRAINING WERE EXAMINED. RECOMMENDATIONS WERE MADE TO ENABLE THE MAINE MUNICIPAL POLICE TRAINING COUNCIL TO PLAN AND DEVELOP A STATEWIDE SYSTEM FOR ESTABLISHMENT AND ADMINISTRATION OF SELECTION AND TRAINING STANDARDS FOR MUNICIPAL LAW ENFORCEMENT OFFICERS. LOCAL AND STATE LEGISLATIVE BODIES SHOULD FIND THE RECOMMENDATIONS VALUABLE IN ENACTING LEGISLATION ON POLICE PERSONNEL AND/OR TRAINING MATTERS. THE RECOMMENDATIONS, THOUGH NOT ALL INCLUSIVE, MAY AID POLICE DEPARTMENTS IN INTERNAL PLANNING AND MANAGEMENT. (AUTHOR ABSTRACT MODIFIED)

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151

# 6 Municipal Police in Maine

A study of selected 151  
personnel practices with  
emphasis on recruit selection  
and training

by John Mitchell Nickerson



## POLICE



Municipal Police in Maine:  
A Study of Selected Personnel Practices with Emphasis  
on Recruit Selection and Training

By

JOHN MITCHELL NICKERSON

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1969

TABLE OF CONTENTS	
TABLE OF CONTENTS . . . . .	ii
LIST OF FIGURES . . . . .	v
LIST OF TABLES . . . . .	vi
PREFACE . . . . .	xi
Chapter	Page
I. SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS . . . . .	1
II. THE POLICE PERSONNEL AND TRAINING FUNCTIONS . . . . .	8
Introduction . . . . .	8
Methodology . . . . .	10
III. ASPECTS OF GENERAL PERSONNEL ADMINISTRATION . . . . .	16
General Principles of Organization . . . . .	16
Numerical and Authorized Strength . . . . .	20
Incidence of Personnel Turnover . . . . .	28
Age and Length of Service as Factors in the Evaluation . . . . .	32
Residency . . . . .	34
Policy on Employee Organization . . . . .	38
Performance Evaluation . . . . .	43
IV. SALARY, WORKING CONDITIONS, FRINGE BENEFITS, AND RETIREMENT . . . . .	48
Salary Administration . . . . .	48
The Work Situation . . . . .	61
Off-Duty Employment . . . . .	65
Other Municipal Compensations . . . . .	74
Holidays, Leaves, and Leaves of Absence . . . . .	81
Health and Other Insurance Plans . . . . .	91
Retirement and Retirement Plans . . . . .	96
V. RECRUITMENT, EXAMINATION, PLACEMENT, AND PROBATION . . . . .	108
Recruitment Problems . . . . .	108
Recruitment Methods . . . . .	113
Characteristics to be Measured . . . . .	124
Evaluation of Intelligence, Education, and Experience by . . . . .	133
Testing . . . . .	143
Medical, Psychological, and Polygraph Examinations . . . . .	153
Physical Proficiency Tests . . . . .	154
Personal Investigation . . . . .	164
Oral Examinations . . . . .	170
The Probationary Period . . . . .	

Chapter	Page
VI. THE TRAINING ROLE . . . . .	174
Basic Definitions . . . . .	174
General Considerations . . . . .	175
Obstacles to Police Training . . . . .	178
The Conduct and Coordination of Training Activities . . . . .	186
The Role of the Law Enforcement Council . . . . .	195
The Role of a Training Coordinator . . . . .	195
Basic Recruit Training . . . . .	197
Advanced In-Service Training . . . . .	215
Specialized In-Service Training . . . . .	221
University Education for Police Officers . . . . .	223
Municipal Law Enforcement Training Legislation . . . . .	235
VII. MUNICIPAL LIABILITY FOR INSUFFICIENT TRAINING . . . . .	238
General Considerations . . . . .	238
The Situation in Maine . . . . .	242
Selected Bibliography . . . . .	248
APPENDIX	Page
A. LISTING OF MUNICIPALITIES WITH OVER 1,000 POPULATION. . . . .	258
B. MAINE MUNICIPAL POLICE QUESTIONNAIRE #1 . . . . .	264
C. MAINE MUNICIPAL POLICE QUESTIONNAIRE #2. . . . .	266
D. LAW ENFORCEMENT TRAINING AND STANDARDS DEVELOPMENT QUESTIONNAIRE. . . . .	291
E. IOWA STANDARD PRELIMINARY APPLICATION . . . . .	294
F. IOWA STANDARD APPLICATION . . . . .	296
G. INFORMATION FOR POSSIBLE INCLUSION IN THE APPLICATION FORM . . . . .	301
H. STATUS CHART OF LAW ENFORCEMENT TRAINING IN THE U. S. . . . .	306
I. MAINE LAW ENFORCEMENT TRAINING COUNCIL ACT - PROPOSAL #1 . . . . .	317
J. MAINE LAW ENFORCEMENT TRAINING COUNCIL ACT - PROPOSAL #2. . . . .	322
K. ITEMIZED LIST OF ANNUAL EXPENSES FOR THE OPERATION OF THE DIRECTORATE. . . . .	327

APPENDIX	Page
L. BASIC POLICE COURSE (160 HOURS) . . . . .	329
M. LOCATION MAP - STATE POLICE ACADEMY. . . . .	340

LIST OF FIGURES

Figure	Page
1. Promotional Service Rating Form, Berkeley, California . . . . .	46
2. Police Want Add . . . . .	116
3. Examination Announcement . . . . .	118
4. Physical Agility Test, Berkeley, California . . . . .	155
5. Oral Rating Form, Berkeley, California . . . . .	166
6. Individual Interview Rating Form . . . . .	167
7. Percent of Number of Municipalities Providing Recruit Training . . . . .	182
8. Percent of Number of Municipalities Sending Recruits Elsewhere to be Trained . . . . .	182
9. Coordination Chart, Plan I . . . . .	188
10. Coordination Chart, Plan II . . . . .	190
11. Coordination Chart, Plan III . . . . .	191



LIST OF TABLES

Table	Page
1. Municipalities Which Utilize Central and Non-Central Police Personnel Administration .....	19
2. Actual Number of Full-Time Paid Police Department Employees ...	22
3. Number of Full-Time Paid Civilian Employees .....	23
4. Police Departments Operating Below Authorized Personnel Strength .....	24
5. Police Departments Which Usually Operate Below Authorized Personnel Strength .....	24
6. Additional Full-Time Personnel Needed to Bring Understrength Departments to Fully Authorized Strength .....	25
7. Police Administrators Indicating that the Authorized Strength of their Departments be Increased .....	26
8. Number of Police Officers Desired Above Authorized Personnel Strength Levels .....	27
9. Number of Officers Leaving Police Service and Turnover Rates ...	29
10. Reasons Given for Police Officers Leaving Police Service in 1966 .....	31
11. Average Age of Municipal Police Officers .....	33
12. Average Length of Service of Police Officers .....	33
13. Municipalities Requiring Pre-Employment Residence and the Jurisdiction in Which it May be Fulfilled .....	35
14. Police Officers Required to Live Within the Municipality .....	36
15. Enforcement of Types of Post Employment Residence Requirements .	37
16. Percentage of Police Officers who have Memberships in Police Professional and/or Fraternal Organizations .....	39
17. Municipal Policies Regarding Policemen's Rights to Organize as Affiliates of National Organizations and Unions and those which Permit Recognition of a Single Negotiating Representative of Police Employees .....	41

Table	Page
18. Municipal Policies Regarding Policemen's Right to Strike .....	42
19. Departments Which Conduct Periodic Ratings of Personnel .....	44
20. Types of Ratings of Personnel .....	44
21. Party Responsible for Evaluating Personnel .....	45
22. Municipalities Which Regularly Conduct Formal Wage and Salary Surveys .....	52
23. Municipalities Which Conduct Wage and Salary Surveys Cooperatively with other Local Governmental Jurisdictions ..	53
24. Party Preparing Wage and Salary Survey .....	54
25. Entrance Salaries of Patrolmen .....	55
26. Entrance Salaries of Firemen ....	57
27. Maximum Salaries of Patrolmen .....	58
28. Maximum Salaries of Firemen .....	59
29. Yearly Pay of Various Categories of Maine Workers .....	60
30. Work Week for Municipal Police Officers 1967 .....	63
31. Work Week for Municipal Police Officers as of October 1, 1966..	64
32. Number of Departments Permitting Officers to Work During Off-Duty Time .....	67
33. Extent of Conditions Placed Upon Officers Who Work During Off-Duty Time .....	71
34. Number of Officers Who Work at Another Job .....	72
35. Per Cent of Officers Who Work at Another Job .....	73
36. Departments Which Provide Clothing Allowances .....	77
37. Compensation For Overtime Work .....	78
38. Types of Compensation Given for Overtime Work .....	79
39. Incidence of Reimbursement for Court Time if Time is not a Part of the Regular Work Day' .....	80
40. Types of Reimbursement for Court Time .....	81
41. Number of Days Granted Patrolmen for Holidays .....	82
42. Departments Having Annual Leave Policies .....	83

vii

Table	Page
43. Annual Leave Time Granted with Not More Than 10 Years Service .....	85
44. Municipalities Providing a Leave of Absence Policy .....	87
45. Reasons for Leaves of Absence .....	88
46. Departments Providing Annual Sick Leave .....	90
47. Types of Annual Sick Leave Plans .....	90
48. Life, Accident, and Health Insurance Plans .....	92
49. Municipalities Providing Liability Insurance for False Arrest, Assault and Battery and False Imprisonment .....	94
50. Types of Liability Insurance Provided .....	95
51. Municipalities Providing Police Retirement .....	96
52. Retirement Plans Which Provide for Survivors Benefits .....	97
53. Types of Retirement Plans in Effect .....	98
54. Basis for Retirement .....	100
55. Incidence of Mandatory and Non-Mandatory Ages for Retirement .....	101
56. Minimum and Maximum Ages for Retirement .....	102
57. Percent of Salary at Maximum Retirement Age .....	105
58. Municipalities Under Social Security Which Alter Another Retirement Plan at the Social Security Retirement Age ...	106
59. Number of Officers Recruited and Appointed to Police Service .....	110
60. Estimate of Numbers of Police Officers Expected to be Recruited 1968 - 1975 .....	111
61. Methods Used to Recruit Police Officers .....	115
62. Frequency with Which Departments Conduct Formal Recruiting .	119
63. Municipalities Participation in a Joint Recruitment Program .....	121
64. Geographical Area Covered by the Recruitment Effort .....	122
65. Extent To Which Educational Requirements May be Waived .....	125

Table	Page
66. Age Requirements for Police Employment .....	126
67. Incidence of Departments Requiring Written Proof of Age ..	127
68. Number of Departments in Which Veterans are Granted Extensions of Age Limitations .....	129
69. Maximum Age for Appointment of Veterans .....	129
70. Number of Departments in Which Veterans Receive Selection Preference .....	130
71. Agencies Establishing Entrance Requirements for Police ...	131
72. Number of Departments in Which Written Tests are Administered to Applicants .....	136
73. Areas Measured by the Written Test .....	139
74. Extent to Which IQ is Measured .....	140
75. Reasons for Failing Examinations .....	142
76. Departments Requiring a Medical Examination .....	144
77. Height and Weight Requirements for Application and Appointment .....	146
78. Types of Files Checked for Criminal Records .....	161
79. Jurisdictions in Which Local Investigators Check Candidates Backgrounds .....	162
80. Aspects of a Candidate's Life Which are Investigated .....	163
81. The Extent to Which Police Candidates are Fingerprinted ..	164
82. Qualities Which a Board or Interviewer Attempts to Appraise in the Oral Interview .....	169
83. Departments Requiring a Probationary Period .....	171
84. Extent to Which Patrolmen May be Dismissed from Probationary Period without Showing Cause .....	172
85. Person Administering or Coordinating Training .....	176
86. Portion of Time Devoted to Training .....	177
87. Facilities Available to Departments .....	179
88. Training Budgets as Percent of Total Department Budget ...	180

Table	Page
89. Support for Recruit Training by Police Administrators..	183
90. Police Administrators Considering a Central Agency Best Qualified to Coordinate Training Activities.....	184
91. Police Administrators who Would Support and Enroll Recruits if a Central Recruit School Were Provided....	185
92. Extent to Which Departments Require Newly Appointed Men to Attend and Complete a Recruit School.....	197
93. Extent to Which Recruit Training is Conducted Only for Recruits.....	199
94. Extent to Which Recruits Attend Advanced Training in Lieu of Recruit Training.....	200
95. Types of Training Conducted for Recruits in Lieu of Recruit Training.....	200
96. Hours of Classroom and Field Work Devoted to Recruit Training.....	201
97. Number of Agencies Which Offer Recruit Training to Other Departments and the Extent to Which the Offering Agency Pays for All Incidental Costs.....	202
98. Average Number of Years Police Experience of Department Instructors who Conduct Recruit Training.....	202
99. Locations Which Police Administrators Favor for Recruit Training.....	210
100. Sources for Instructional Staff in Recruit Training by Population Groups.....	213
101. Level of Education of Local Police Officers.....	224
102. Extent to Which Educational Programs Have Been Established with Local Schools of Higher Education and Incidence of Such Programs Leading to a Degree.	227
103. Number of Municipalities Which Encourage Officers to Take or Monitor Courses at Local Colleges or Universities.....	228
104. Subject Areas Selected by Officers Who Enroll in Course Work at a College or University.....	229
105. Incidence of Reimbursement for Successful Completion of a Course of Instruction at a Local College or University.....	230

## Preface

This study was made possible by the Maine Municipal Police Training Council whose members recognized a need for an examination of police personnel and training practices and requirements. They sought and received the assistance of the Office of Law Enforcement Assistance, U. S. Department of Justice. In this regard grateful acknowledgement is given to Mr. John L. Salisbury, Executive Secretary of the Maine Municipal Association who acts as secretary to the Council; Mr. Dana R. Baggett, Director of the University of Maine's Bureau of Public Administration, member of the Council; and to Mr. Robert E. Wagner, Jr., Chief of the Bath Police Department and chairman of the Council.

Acknowledgment is also given to Mr. Paul C. Dunham, Supervisor of Government Research in the Bureau of Public Administration whose constant encouragement and many helpful suggestions proved invaluable in writing the report.

Additional acknowledgment is given to Professors Edward F. Dow, Eugene A. Mawhinney, and Robert B. Thomson of the University of Maine's Department of Political Science.

Recognition is given to the Office of Law Enforcement Assistance, U. S. Department of Justice; the International Association of Chiefs of Police, Washington, D. C., and the National League of Cities, Washington, D. C.

The splendid cooperation and support extended by the University of

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Last but not least thanks is gratefully extended to Professor Gerald F. Dube of the University Mathematics Department who assisted in the technical aspects of data processing and to Mrs. Gilberte M. Violette who worked many long hours in typing the study.

## CHAPTER I

### Summary, Conclusions, and Recommendations

The attempt in this study has been to provide information pertaining to certain personnel and training practices among all Maine municipal police departments having at least one full-time paid employee.

The study has explored the nature of these personnel and training practices. It has described aspects of personnel administration, working conditions, fringe benefits, and employee performance evaluation; recruitment, examinations, placement and probation; employee training, and considerations in tortious acts of the police. Throughout the discussion, programs for improving the overall quality of existing police personnel and training have been emphasized.

These recommendations would enable the Maine Municipal Police Training Council to plan for the development of a statewide legislatively authorized system for the establishment and administration of selection and training standards for municipal law enforcement officers. Additionally, these recommendations would enable both local and state legislative bodies to enact legislation concerned with police personnel and/or training matters. Police departments may find the recommendations useful for the internal planning and management of their operations. The recommendations given, however, should not be considered as all inclusive.

To further emphasize the recommendations, they have been extracted from the context in which they belong and have been classified into matters with which both local and state legislative bodies should be concerned and into matters with which a police training council should be

concerned. These recommendations have been classified further into matters relating to personnel and to training.

Department or Municipality

Personnel

Recommendation No. 1 THAT MUNICIPALITIES ADOPT CENTRAL PERSONNEL ADMINISTRATION PRACTICES FOR THE POLICE DEPARTMENT. (p. 19.)

Recommendation No. 2 THAT PRE-EMPLOYMENT RESIDENCE REQUIREMENTS WHICH ARE AN OBSTACLE TO EFFECTIVE RECRUITING BE WAIVED OR ABOLISHED WHERE THEY EXIST. (p. 38.)

Recommendation No. 3 THAT MUNICIPALITIES ASSURE THAT POLICE SALARIES ARE COMPETITIVE WITH THOSE OF OTHER OCCUPATIONS REQUIRING SIMILAR EDUCATION, ABILITY, AND PERSONAL CHARACTER. (p. 61.)

Recommendation No. 4 THAT MUNICIPALITIES SEEK TO REDUCE THE WORKING HOURS OF POLICEMEN TO THAT LEVEL REQUIRED BY PRIVATE EMPLOYMENT. (p. 64.)

Recommendation No. 5 THAT THE OFF-DUTY EMPLOYMENT OF POLICE OFFICERS BE REGULATED BY ORDINANCE OR ADMINISTRATIVE POLICY. (p. 73.)

Recommendation No. 6 THAT DEPARTMENTS PROVIDE FOR LONGEVITY PAY RECOGNIZING BOTH LENGTH OF SERVICE AND SUSTAINED SUPERIOR PERFORMANCE. (p. 74.)

Recommendation No. 7 THAT DEPARTMENTS PROVIDE OFFICERS WITH A COMPLETE INITIAL ISSUE OF CLOTHING AND THAT THEREAFTER THEY PROVIDE AN ANNUAL CLOTHING MAINTENANCE AND REPLACEMENT ALLOWANCE. (p. 77.)

Recommendation No. 8 THAT DEPARTMENTS PROVIDE COMPENSATION TO NON-SUPERVISORY PERSONNEL WHO WORK DURING OTHER THAN THEIR STIPULATED DUTY HOURS. (p. 79.)

Recommendation No. 9 THAT DEPARTMENTS PROVIDE REIMBURSEMENT TO OFFICERS WHO MUST SPEND OFF-DUTY SERVING AS WITNESSES IN COURT. (p. 81.)

Recommendation No. 10 THAT MUNICIPALITIES PROVIDE AS MANY COMPENSATORY DAYS OFF TO POLICEMEN AS ARE GIVEN OTHER MUNICIPAL EMPLOYEES FOR HOLIDAYS. (p. 83.)

Recommendation No. 11 THAT MUNICIPALITIES ESTABLISH AN ANNUAL LEAVE POLICY WITH PAY PROVIDING:

(1) THAT POLICE OFFICERS RECEIVE EQUIVALENT LEAVE TO THAT GIVEN OTHER MUNICIPAL EMPLOYEES;

(2) THAT AT LEAST TWO WEEKS ANNUAL LEAVE BE GRANTED FOR REST AND RELAXATION;

(3) THAT NO MORE THAN TWO YEARS OF ACCRUED LEAVE BE PERMITTED; AND

(4) THAT PAY ENTITLEMENTS OWING TO ACCRUED LEAVE BE GRANTED TO THOSE OFFICERS WHO FOR ANY REASON LEAVE POLICE SERVICE. (p. 86.)

Recommendation No. 12 THAT MUNICIPALITIES PROVIDE LEAVES OF ABSENCES FOR AT LEAST THE FOLLOWING REASONS: MILITARY SERVICE, FORMAL EDUCATION, PERSONAL GROUNDS, AND EMERGENCY AND SICKNESS AND INJURY. (p. 91.)

Recommendation No. 13 THAT MUNICIPALITIES PROVIDE POLICE OFFICERS WITH A LIFE INSURANCE PLAN. APPROXIMATELY EQUIVALENT TO THEIR ANNUAL SALARY. (p. 92.)

Recommendation No. 14 THAT MUNICIPALITIES PROVIDE POLICE OFFICERS A FULL COVERAGE HEALTH/ACCIDENT PLAN FOR HOSPITAL, SURGICAL, AND MEDICAL EXPENSES. (p. 93.)

Recommendation No. 15 THAT MUNICIPALITIES PROVIDE POLICE OFFICERS WITH INDIVIDUAL LIABILITY INSURANCE POLICIES COVERING THE INSURED AGAINST LOSS BY REASON OF LIABILITY IMPOSED BY LAW BY REASON OF FALSE ARREST, ASSAULT AND BATTERY, AND FALSE IMPRISONMENT. (p. 95.)

Recommendation No. 16 THAT THE MUNICIPALITY CONSIDER THE FOLLOWING IN THE ESTABLISHMENT OR REVISION OF A RETIREMENT SYSTEM FOR POLICE OFFICERS:

(1) PROVIDE FOR MUNICIPAL OR STATE RETIREMENT AND SOCIAL SECURITY;

(2) OFFICERS BE PERMITTED TO RETIRE AT COMPLETION OF 25 YEARS AND COMPELLED TO RETIRE AT AGE 65;

(3) THAT EXTENSIONS BEYOND COMPULSORY RETIREMENT BE MADE ONLY WHERE ABSOLUTELY NECESSARY AND THAT THEY BE MADE ON A YEAR-TO-YEAR BASIS; AND

(4) OFFICERS NOT BE PERMITTED TO RETIRE WITH FEWER THAN TWENTY-FIVE YEARS SERVICE. (p. 107.)

Recommendation No. 17 THAT MUNICIPALITIES SEEK CANDIDATES FROM A WIDE GEOGRAPHICAL BASE AND NOT RESTRICT EFFORTS TO THEIR OWN JURISDICTIONS. (p. 114.)

Recommendation No. 18 THAT WHERE PRACTICABLE MUNICIPALITIES ANNUALLY RECRUITING MORE THAN FOUR PERSONS ADOPT A CONTINUOUS RECRUITING EFFORT WHERE INTERESTED PERSONS MAY APPLY, BE TESTED, AND THEIR NAMES ENTERED ON AN EMPLOYMENT LIST FROM WHICH APPOINTMENTS MAY BE MADE. (p. 119.)

Recommendation No. 20 THAT DEPARTMENTS RECRUIT ON A STATE-WIDE BASIS USING A FORM OF ANNOUNCEMENT LIKELY TO YIELD A SIGNIFICANT RESPONSE. (p. 123.)

Recommendation No. 22 THAT MUNICIPALITIES PROVIDE A ONE-YEAR PROBATIONARY PERIOD FOR ALL POLICE APPOINTEES AND THAT THE APPOINTING AUTHORITY BE PERMITTED, DURING THIS PERIOD TO DISCHARGE THOSE OFFICERS FROM POLICE EMPLOYMENT WHO ARE CONSIDERED UNSUITABLE FOR PERMANENT POLICE SERVICE. (p. 173.)

Recommendation No. 23 THAT MUNICIPALITIES ADOPT THE FOLLOWING MINIMUM STANDARDS FOR RECRUITMENT:

An applicant

- (1) must be a United States citizen;
- (2) must have attained the age of 18;
- (3) must be fingerprinted and a search made of local, state and national fingerprint files for disclosure of any criminal record;

\*If enacted by legislation.

- (4) must have graduated from high school or passed the General Education Development test indicating high school graduation level;
- (5) must complete a general information test with an average minimum score;
- (6) must possess a height between 5'6" and 6'4";
- (7) must weigh in proportion to height as determined by a physician;
- (8) must be examined by a licensed physician or surgeon. Only those applicants found to be free from any physical, emotional or mental condition which might adversely affect performance of duty as a peace officer shall be eligible for appointment. The applicant's declaration of medical history and the physician's findings through examination shall be recorded in a personnel file;
- (9) must pass a physical proficiency test;
- (10) must be examined by a psychologist and by a psychiatrist if nervous or personality disorders are exhibited;
- (11) shall not have been convicted by any state or by the federal government of a crime, the punishment for which is imprisonment in a federal or state penitentiary;
- (12) shall be of good moral character as determined by a thorough background investigation; and
- (13) shall be interviewed orally by the hiring authority or its representative to determine such things as the applicant's appearance, background, and ability to communicate. (p. 173.)

#### Training

Recommendation No. 24 THE CHIEF OF POLICE ACTIVELY PROVIDE THE OVERALL DIRECTION IN TRAINING MATTERS AND IF THE COORDINATION OF TRAINING IS DELEGATED TO ANOTHER PERSON, THE CHIEF BE RESPONSIBLE, ACCOUNTABLE, AND PROVIDE THE NECESSARY GUIDANCE FOR THE TRAINING FUNCTIONS. (p. 178.)

Recommendation No. 25 THAT POLICE ADMINISTRATORS SET ONE PER CENT OF THEIR TOTAL ANNUAL BUDGET AS THEIR GOAL FOR TRAINING FUNDS. (p. 181.)

Recommendation No. 28 THAT NO OFFICER BE APPOINTED TO REGULAR POLICE STATUS UNTIL HE HAS SUCCESSFULLY COMPLETED A CERTIFIED BASIC RECRUIT COURSE. (p. 209.)

Recommendation No. 32 THAT ROLL CALL TRAINING BE INAUGURATED IN LOCAL DEPARTMENTS AT AN EARLY DATE UTILIZING USEFUL TRAINING AIDS. (p. 218.)

Recommendation No. 33 THAT ALL DEPARTMENTS ESTABLISH A POLICE LIBRARY WITH A VIEW TOWARD USING THE MATERIALS FOR INDEPENDENT EDUCATION OF OFFICERS. (p. 219.)

Recommendation No. 35 THAT POLICE ADMINISTRATORS ENCOURAGE QUALIFIED OFFICERS TO ENROLL IN SCHOOLS OF HIGHER EDUCATION ON A PART-TIME BASIS TO ENHANCE THEIR GENERAL EDUCATION. (p. 229.)

#### Legislature

#### Personnel

Recommendation No. 21 THAT THE LEGISLATURE AUTHORIZE MUNICIPALITIES TO APPOINT MUNICIPAL POLICE OFFICERS AT THE AGE OF EIGHTEEN. (p. 128.)

#### Training

Recommendation No. 26 THAT THE LEGISLATURE ENACT LAW ENFORCEMENT TRAINING LEGISLATION PROVIDING FOR A COUNCIL AND AN EXECUTIVE DIRECTOR. (p. 194.)

Recommendation No. 27 THAT A CENTRAL AGENCY BE ESTABLISHED FOR THE ADMINISTRATION OF STATEWIDE POLICE TRAINING ACTIVITIES. (p. 197.)

Recommendation No. 36 THAT THE LEGISLATURE DECLARE THE ADMINISTRATION OF MUNICIPAL LAW ENFORCEMENT TO BE NECESSARY TO THE HEALTH, SAFETY AND WELFARE OF THE PEOPLE OF THE STATE OF MAINE AND ENACT THE LAW ENFORCEMENT TRAINING COUNCIL ACT AS CONTAINED IN APPENDIXES I and J. (p. 237.)

#### Maine Law Enforcement Council

#### Personnel

Recommendation No. 19 THAT THE MAINE LAW ENFORCEMENT TRAINING COUNCIL CONDUCT CONTINUOUS RECRUITING OF INDIVIDUALS FOR POLICE SERVICE AND THAT THE NAMES AND CREDENTIALS OF QUALIFYING CANDIDATES BE MADE AVAILABLE TO DEPARTMENTS. (p. 121.)

#### Training

Recommendation No. 29 THAT THE STATE POLICE ACADEMY IN AUGUSTA BE ESTABLISHED AS A CENTRAL FACILITY FOR THE TRAINING OF MUNICIPAL POLICE RECRUITS. (p. 211.)

Recommendation No. 30 THAT THREE BASIC RECRUIT CLASSES BE CONDUCTED DURING A CALENDAR YEAR AND THAT THEY BE SPACED THROUGHOUT THE YEAR AVOIDING BOTH WINTER AND SUMMER MONTHS. (p. 211.)

Recommendation No. 31 THAT THE BASIC POLICE COURSE BE APPROVED AND ESTABLISHED BEFORE CONSIDERATION IS GIVEN TO OTHER TYPES OF TRAINING. (p. 214.)

Recommendation No. 34 THAT THE COUNCIL NOT CONSIDER THE ESTABLISHMENT OF SPECIALIZED COURSES THAT CAN BE PROVIDED BY OTHER AGENCIES OR INSTITUTIONS. (p. 222.)

Theories, principles, and practices which are suggested in this study take into consideration due regard for practical approaches to the content of the study.

At a meeting of the Maine Municipal Police Training Council in Augusta at State Police Headquarters on August 13, 1968, the council adopted this report with one exception.

They voted not to accept Recommendation No. 21 THAT THE LEGISLATURE AUTHORIZE MUNICIPALITIES TO APPOINT MUNICIPAL POLICE OFFICERS AT THE AGE OF EIGHTEEN.

## CHAPTER II

POLICE PERSONNEL AND TRAINING FUNCTIONS:  
INTRODUCTION AND METHODOLOGY

It is the purpose of this study to provide information pertaining to certain personnel and training practices among all Maine municipal police departments having at least one full-time paid employee.

This study explores the nature of these personnel and training practices. It describes aspects of personnel administration, working conditions, fringe benefits, and employee performance evaluation; recruitment, examinations, placement and probation; employee training; and considerations in tortious acts of the police. Throughout the discussion, programs for improving the overall quality of existing police personnel and training are emphasized. It is, therefore, a descriptive study designed to explain existing personnel and training practices and how to improve them.

The recommendations of this study should enable the Maine Municipal Police Training Council to plan for the development of a state-wide legislatively authorized system for the establishment and administration of selection and training standards for municipal law enforcement officers. The recommendations given, however, should not be considered as all inclusive.

## Introduction

The effectiveness of our municipal law enforcement agencies depends upon the competence of their personnel.

It is impossible to separate the performance of local governments from the abilities of their personnel. Ordinances are not self-executing, highways are not self constructed, and no other service of local government has meaning except as it is planned, directed and delivered by the people. If these things are done well, communities may thrive; if poorly, the future demand may outstrip all services, all facilities, all planning.<sup>1</sup>

This study shows that there is substantial variance in the quality of municipal police personnel and training in the State of Maine. Law enforcement personnel appear to meet their difficult responsibilities with determination and devotion to duty. However, with rising crime rates, social unrest, and expanding police functions there is a need for more competent personnel.

No person is prepared to perform police work on native ability alone. Aside from individual intelligence, education, judgment, and emotional fitness, an officer must receive extensive training before he can understand the nature of police work and learn how to fulfill it.

When recruits are properly selected they bring to the job considerable native ability but little knowledge or experience in police work. In a short time, they must be prepared to operate alone on the streets under a variety of conditions that call for knowledge of laws and ordinances, legal procedures, police practices, and human relations. As they progress, they must not only acquire more of the same kind of knowledge but also should develop some specialized understanding of investigative techniques and scientific crime detection. This will enable them to conduct initial or preliminary investigations and to preserve vital evidence for

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<sup>1</sup> Municipal Manpower Commission, Government Manpower for Tomorrow's Cities, (New York: McGraw-Hill, 1962), p. 20.



the specialists who will assist them on difficult cases.<sup>1</sup>  
 Training it can be said "is one of the most important means of upgrading the services of a municipal police department."<sup>2</sup>

#### Methodology

An attempt to determine existing sources of information regarding Maine municipal police revealed a dearth of material.

In an attempt to secure complete information the Maine Register was used as a reference to assure that all Maine municipalities having a population of 1,000 persons or over were queried. For a listing see Appendix A. A questionnaire was then formulated to determine primarily whether these municipalities had at least one full-time paid police employee. (See Appendix B.) For this study an organized police department is referred to as one having at least one full-time paid officer.

After deciding what information was sought an extensive questionnaire was devised to solicit data from the organized police departments. (See Appendix C.)

<sup>1</sup>Winters, "Recruit and In-Service Training: A Must," Speech delivered to the First Annual Southern Institute for Law Enforcement. The Florida Institute for Continuing University Studies, Tallahassee, Florida, Nov. 7 - 8, 1963.

<sup>2</sup>The President's Commission on Crime in the District of Columbia, "A Report of the President's Commission on Crime in the District of Columbia on the Metropolitan Police," (Washington: U. S. Government Printing Office, 1960), p. 323.

A list and a chart was then devised of communities which had organized departments.

#### MUNICIPALITIES WITH ORGANIZED POLICE DEPARTMENTS -- 99 ORGANIZED

<u>Androscoggin County</u>	<u>Population</u>
Auburn	24,449
Lewiston	40,804
Lisbon	5,042
Livermore Falls	3,343
Mechanic Falls	2,195
Webster	1,302
<u>Aroostook County</u>	
Ashland	1,980
Caribou	12,464
Fort Fairfield	5,876
Fort Kent	4,761
Houlton	8,289
Limestone	13,102
Madawaska	5,507
Mars Hill	2,062
Presque Isle	12,886
Van Buren	4,679
Washburn	2,083
<u>Cumberland County</u>	
Bridgton	2,707
Brunswick	15,797
Cape Elizabeth	5,505
Cumberland	2,765
Falmouth	5,976
Freeport	4,055
Gorham	5,767
Portland	72,566
Scarborough	6,418
So. Portland	22,788
Westbrook	13,820
Yarmouth	3,517

<u>Franklin County</u>	<u>Population</u>
Farmington	5,001
Jay	3,247
Wilton	3,274
<u>Hancock County</u>	
Bar Harbor	3,807
Bucksport	3,466
Ellsworth	4,444
Mount Desert	1,663
Southwest Harbor	1,480
Stonington	1,408
<u>Kennebec County</u>	
Augusta	21,680
Gardiner	6,897
Hallowell	3,169
Oakland	3,075
Waterville	18,695
Winslow	5,891
Winthrop	3,537
<u>Knox County</u>	
Camden	3,988
Rockland	8,769
Thomaston	2,780
<u>Lincoln County</u>	
Boothbay Harbor	2,252
Damariscotta	1,093
Waldoboro	2,882
Wiscasset	1,800
<u>Oxford County</u>	
Dixfield	2,323
Fryeburg	1,874
Mexico	5,043
Norway	3,733
Paris	3,601
Rumford	10,005

<u>Penobscot County</u>	<u>Population</u>
Bangor	38,912
Brewer	9,009
Dexter	3,951
East Millinocket	2,392
Hampden	4,583
Howland	1,362
Lincoln	4,541
Mattawamkeag	945
Millinocket	7,453
Newport	2,322
Old Town	8,626
Orono	8,341
<u>Piscataquis County</u>	
Dover-Foxcroft	4,173
Milo	2,756
<u>Sagadahoc County</u>	
Bath	10,717
Richmond	3,818
Topsham	2,185
<u>Somerset County</u>	
Fairfield	5,829
Madison	3,935
Pittsfield	4,010
Skowhegan	7,661
<u>Waldo County</u>	
Belfast	6,140
Searsport	1,838
<u>Washington County</u>	
Baileyville	1,863
Calais	4,223
Eastport	2,537
Lubec	2,684
Machias	2,614

<u>York County</u>	<u>Population</u>
Biddeford	19,255
Eliot	3,133
Kennebunk	4,551
Kennebunkport	1,800
Kittery	10,689
North Berwick	1,800
Ogunquit	3,500
Old Orchard Beach	4,580
Saco	10,515
Sanford	14,962
Wells	3,528
York	4,663
York Beach (within town of York)	

To gain support for this study among police administrators seven regional meetings were held to further acquaint police department heads with the purpose of the project. At these meetings the Maine Municipal Police Questionnaire (listed as Appendix C) was distributed to those attending and was used as a frame of reference and point of departure in discussing the major areas of interest, namely, police personnel and training. Attendees were then asked to complete the questionnaire and return it by mail.

This same questionnaire was mailed to the police chiefs in communities that did not send representatives to the regional meetings.

In an additional attempt to solicit support for the study among police chiefs, the author addressed the Maine Chiefs of Police Association meetings in October and in January, explaining the purpose of the study and the need for cooperation in obtaining the answers to the questions sought in the questionnaire.

After receiving 36 per cent of the questionnaires, letters were then sent to police administrators to again ask them to complete and to

return the questionnaire. As a final attempt to have questionnaires returned, telephone calls were placed to police chiefs in 18 communities. On January 10, 1968 all questionnaires were returned.

Another questionnaire was sent to attorney generals or to executive directors (in states having an authorized Police Training Commission) in the other 49 states to derive information pertaining to police training legislation in their states. (See Appendix D.)

Visits were made to the New Jersey Police Training Commission and to the Connecticut Municipal Police Training Council to consult with the executive directors. Inquiries were sent to all other executive directors in states having a Police Training Council.

Contacts were made with the International Association of Chiefs of Police; the International City Managers Association; the National League of Cities; the Office of Law Enforcement Assistance, U. S. Department of Justice; the American Bar Association; the Science Information Exchange Smithsonian Institution; the Fraternal Order of Police; the Federal Bureau of Investigation, U. S. Department of Justice; and numerous police consultants, research organizations, and colleges and universities having law enforcement curricula.

Selected literature was reviewed which dealt with the general area of personnel and training.

## CHAPTER III

## ASPECTS OF GENERAL PERSONNEL ADMINISTRATION

General police personnel administration is a broad subject involving the planning, organization, direction, and external activities of a department. The subject, however, is too broad and the practices too diverse in Maine to present an adequate assessment in this chapter.

The aspects of general personnel administration discussed in this chapter will be confined to selected components; namely, general principles of organization, numerical and authorized strength, incidence of personnel turnover, age and length of service of police officers, policy on employee organization, residency, and performance evaluation. These aspects were selected as all bear directly upon the recruitment and retention of police officers--a critical and important factor among many of the organized municipal departments.

## General Principles of Organization

The basic decision-making body for personnel programs is the municipal legislative body. A good legislative body will attempt to vote the necessary legislation, approve procedures for carrying out administrative matters and establish policy on conditions of employment. It will not attempt to direct personnel matters in detail.

The chief administrative officer of the municipality should be the responsible individual in personnel administration. No administrator can function properly unless he has authority over personnel.

Much of the police personnel work in a municipality must be done by the police chief or agency administering police services. Generally, the chief or police commission formulates plans and policies for the department subject to the approval of the chief administrative officer and legislative body. The chief or commission also issue orders and directives necessary for the accomplishment of these plans and policies. They are often more familiar with employees and the needs of their department than the requirements of personnel matters.

Every municipality should have an agency or municipal officer specifically assigned to perform the personnel function. In establishing an agency to perform personnel activities the size of the municipality and the number of employees to which the agency administers are some of the factors to be considered. The International City Managers Association has suggested that there is a need for a separate personnel agency in cities with a population of over 50,000 and in cities which employ more than 500 persons.<sup>1</sup> If this criteria were used in Maine only one municipality would qualify -- namely, the city of Portland.

In any event there is a need for central direction of the personnel program. One of the most important responsibilities of the personnel program is the search for better personnel policies and methods. Personnel research has been responsible for all the advances in testing and evaluation of personnel. It is essential, however, that an operating police department the size of those in Maine not be burdened with this kind of responsibility.

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<sup>1</sup>International City Managers Association, Municipal Personnel Administration, 1960, Chicago, The Association, p. 23.

The following activities usually constitute the personnel function:

1. The classification of positions;
2. The preparation and administration of a standard pay plan which provides for equitable salaries and wages and for salary increases on the basis of satisfactory performance of duties, (such a plan must be closely integrated with the classification plan);
3. The selection of employees for entrance to and promotion in the classified service (This may not be applicable in all jurisdictions.);
4. The administration of a system of employee evaluation designed to measure performance on the job as a partial basis for salary increases, promotion, lay-off, and disciplinary actions; as a method of improving employee performance; and as a means for testing the effectiveness of the recruitment process;
5. The control of personnel transactions relating to conditions of service, such as vacations, sick leave, leaves of absence, attendance, salary increases, promotions, demotions, transfers, etc.,
6. The review of appeals (relating to the discipline by suspension or discharge of employees);
7. The development of a sound program of employee relations including health, safety, grievance, and counseling activities; and
8. The development of sound records, forms, and procedures for carrying on personnel processes.

To do this properly requires an effort and level of general personnel administrative ability which a police department may not be able to provide.

Table 1 shows the number of Maine departments which use a centrally administered municipal approach to personnel administration and those which do not.

TABLE 1. MUNICIPALITIES WHICH UTILIZE CENTRAL AND NON-CENTRAL POLICE PERSONNEL ADMINISTRATION

Population group	Number of municipalities in group*		Central municipal administration	Departmental administration
1- 2,500	22	(20)	18	2
2,501- 5,000	39	(36)	34	2
5,001-10,000	20	(20)	19	1
10,001-15,000	9	(9)	5	4
15,001-20,000	3	(3)	2	1
20,001-25,000	3	(3)	3	
25,001-50,000	2	(2)	1	1
50,000 & over	1	(1)	1	
Total	99	(94)	83	11

\*Number in parenthesis indicates number of respondents in class.

Eleven departments do not utilize central personnel practices. It is unreasonable for the smaller departments to have this function. Better personnel administration would result if the municipality had a municipal officer specifically assigned this task.

Recommendation No. 1 THAT MUNICIPALITIES ADOPT CENTRAL PERSONNEL ADMINISTRATION PRACTICES FOR THE POLICE DEPARTMENT.

### Numerical and Authorized Strength

If a municipality has or desires a police force the question then arises as to the number of persons needed and how the number is calculated.

It might be possible to provide a sufficient number of policemen in order to prevent unlawful activity by the mere presence of a large police force. By the same token, there would be a point where the cost of providing such police coverage would exceed the loss of property and unlawful activity, this coverage was designed to prevent. Obviously, responsible police and municipal administrators seek to find that point of optimum numbers of police to provide adequately the services the community desires and should have.

The chief of police may be the person best qualified in the municipality to assess the police personnel needs. He should substantiate his requirements with crime statistics and with other data. To increase his force he must be able to show that his request will reduce crime rates or provide a greater or expanded service hitherto not effected.

There may be some relationship between the number of police employed and the extent of criminal activity in a jurisdiction but it may not be a simple, direct, and easily calculated relationship. Several factors are important to an understanding of how difficult it is to compare numbers of police to crime rates. Industrial communities with a heterogeneous population may have more crime and require more policemen than a residential community with a homogeneous population. Understandably in residential communities the police can devote more time to pre-

ventive work, to public relations, and community betterment projects, and to services for residents, while the police in industrial heterogeneous communities must spend a substantial part of their effort attempting to reduce the extent of unlawful activity and in preventing violence and excesses.

There are many criteria on which to base an estimate of the required number of full-time police department employees. Such factors as area, population, topography, and other geographical characteristics are to be considered. Rivers, lakes, an ocean, are other factors. The composition of motor, pedestrian, air, and marine traffic are of importance to the control of traffic and the patrol and investigative functions. The number, direction, and uses of streets are important as well as the nature of the vehicular traffic on these streets in determining police personnel needs. The proximity of another municipality and the size of its police force is a further consideration.

These factors are physical conditions which are known to exist. Based upon them, the number of personnel to provide adequate service can be reasonably well assessed. The problems these factors present are predictable to a degree and plans can be made to meet them. Some police problems, however, do not lend themselves to such an easy appraisal of personnel needs. These are problems dealing with the types of criminal activity present in a community and places where possible trouble and violence may take place. Examples of such places are saloons, pool rooms, and certain other places known to have a high incidence of crime.

There are certain types of illegal conduct which the police may not be able to prevent. Most murders and suicides are of this type, as are

many cases of rape and manslaughter. Crimes committed in a domestic or family situation are rarely prevented by the police. Crimes arising from mental disorders may not be prevented easily. Sex crimes, too, are difficult to thwart.

The ethnic, racial, age, and marital compositions of a municipality's population may directly affect numbers of police needed. Needless to say, there are many and varied factors affecting the desired and required personnel strength of a police force.

For a manpower study of all Maine municipal police departments only cursory generalizations may be made regarding some of the principles upon which to base an evaluation of need or desirability. Each municipality is different from another. Each has its own peculiarities. Each must consider its own situation.

Table 2 shows the actual number of full-time paid police department employees in Maine Municipalities.

TABLE 2. ACTUAL NUMBER OF FULL-TIME PAID POLICE DEPARTMENT EMPLOYEES

Population group	Number of municipalities in group*	Total number of employees by groups
1- 2,500	22 (22)	30
2,501- 5,000	39 (39)	118
5,001-10,000	20 (20)	120
10,001-15,000	9 (9)	118
15,001-20,000	3 (3)	71
20,001-25,000	3 (3)	105
25,001-50,000	2 (2)	137
50,001 & over	1 (1)	148
Total	99 (99)	847

\*Number in parenthesis indicates number of respondents in class.

A total number of 847 sworn and non-sworn personnel perform regular full-time work for police departments.

Table 3 exhibits the number of full-time paid civilian employees.

TABLE 3 NUMBER OF FULL-TIME PAID CIVILIAN EMPLOYEES

Population group	Number of municipalities in group*	Total number of full-time civilians by group
1- 2,500	22 (13)	4
2,501- 5,000	39 (20)	10
5,001-10,000	20 (17)	3
10,001-15,000	9 (9)	16
15,001-20,000	3 (2)	4
20,001-25,000	3 (2)	2
25,001-50,000	2 (2)	21
50,001 & over	1 (1)	45
Total	99 (66)	85

\*Number in parenthesis indicates number of respondents in class.

As there are a total number of 85 civilian employees, a comparison of Tables 1 and 2 indicates that there are 762 sworn municipal police officers in Maine.

Table 4 portrays those departments operating below authorized personnel strength.

TABLE 4 POLICE DEPARTMENTS OPERATING BELOW AUTHORIZED PERSONNEL STRENGTH

Population group	Number of municipalities in group*	Operating below strength	Not operating below strength
1- 2,500	22 (22)	10	12
2,501- 5,000	39 (39)	8	31
5,001-10,000	20 (20)	8	12
10,001-15,000	9 (9)	5	4
15,001-20,000	3 (3)		3
20,001-25,000	3 (3)	2	1
25,001-50,000	2 (2)	2	
50,001 & over	1 (1)	1	
Total	99 (99)	36	63

\*Number in parenthesis indicates number of respondents in class.

As over one third of the departments are currently operating below authorized personnel strength a question is naturally raised as to whether this situation is unusual.

Table 5 points out those departments which usually operate below authorized personnel strength.

TABLE 5 POLICE DEPARTMENTS WHICH USUALLY OPERATE BELOW AUTHORIZED PERSONNEL STRENGTH

Population group	Number of municipalities in group*	Usually operate below strength	Usually do not operate below strength
1- 2,500	22 (21)	10	11
2,501- 5,000	39 (39)	9	30
5,001-10,000	20 (20)	6	14
10,001-15,000	9 (9)	3	6
15,001-20,000	3 (3)		3
20,001-25,000	3 (3)	1	2
25,001-50,000	2 (2)	2	
50,001 & over	1 (1)		1
Total	99 (98)	31	67

\*Number in parenthesis indicates number of respondents in class.

Nearly one-third of the departments indicated that they usually operate below authorized personnel strength. When operating below authorized personnel strength is a normal condition a logical question is how many people are needed to bring the understrength departments to full strength.

Table 6 shows the number of full-time personnel needed to bring understrength departments to full authorized strength.

TABLE 6 ADDITIONAL FULL-TIME PERSONNEL NEEDED TO BRING UNDERSTRENGTH DEPARTMENTS TO FULLY AUTHORIZED STRENGTH

Population group	Number of municipalities in group*	Officers group average
1- 2,500	22 (10)	1.9
2,501- 2,500	39 (8)	2.4
5,001-10,000	20 (8)	1.6
10,001-15,000	9 (5)	2
15,001-20,000	3 (0)	0
20,001-25,000	3 (2)	2
25,001-50,000	2 (2)	5.5
50,001 & over	1 (1)	10
Total	99 (36)	
Average		2.3

\*Number in parenthesis indicates number of respondents in class.

The average number of men needed to bring each of 36 departments up to authorized personnel strength is 2.3. This means that among the 36 departments approximately 83 more men are needed to reach authorized strength. To put it another way the entire sworn municipal police force in Maine is operating at 10 per cent below authorized strength.

Such figures show that there must be a problem in recruiting new men and in retaining others if so many departments cannot satisfy their personnel demands. This is one possibility. The other possibility is that the authorized strength is not appropriate.



This section of the chapter will not attempt to explain this understrength situation. Other portions of the work, however, will attempt to identify some of the possible reasons for it.

Being understrength in personnel and seeking ways to reach authorized personnel levels is not a complete appraisal of the entire personnel situation. Many police administrators indicate that they need more department employees to perform their mission adequately.

Table 7 portrays the number of police administrators who contend that the authorized strength of their departments should be increased.

TABLE 7 POLICE ADMINISTRATORS INDICATING THAT THE AUTHORIZED STRENGTH OF THEIR DEPARTMENTS BE INCREASED

Population group	Number of municipalities in group*		Should be increased	Should not be increased
1- 2,500	22	(22)	16	6
2,501- 5,000	39	(39)	32	7
5,001-10,000	20	(20)	19	1
10,001-15,000	9	(9)	9	0
15,001-20,000	3	(3)	3	0
20,001-25,000	3	(3)	3	0
25,001-50,000	2	(2)	2	0
50,001 & over	1	(1)	0	1
Total	99	(99)	84	15

\*Number in parenthesis indicates number of respondents in class.

The number of chiefs contending that they desire more manpower is significant. Over 80 per cent of the department heads indicate they desire more help to perform their mission well.

Table 8 shows the number of police officers desired above current authorized personnel strength levels.

TABLE 8. NUMBER OF POLICE OFFICERS DESIRED ABOVE AUTHORIZED PERSONNEL STRENGTH LEVELS

Population group	Number of municipalities in group*		Officers (Group average)
1- 2,500	22	(15)	1.9
2,501- 5,000	39	(29)	1.4
5,001- 10,000	20	(19)	3.1
10,001- 15,000	9	(7)	2.3
15,001- 20,000	3	(2)	4
20,001- 25,000	3	(3)	6.7
25,001- 50,000	2	(2)	8
50,001 & over	1	(0)	0
Total Average	99	(77)	2.7

\*Number in parenthesis indicates number of respondents in class.

An average of nearly three additional officers are desired in 77 departments to provide adequate police service. In terms of numbers, 208 more municipal police officers are desired above current authorized personnel strength.

Police departments are currently operating then at 28 per cent below desired personnel strength.<sup>1</sup> Such a figure is significant.

<sup>1</sup>Figure obtained by adding actual understrength to desired strength (83+208) then by dividing the sum of these two figures by the desired strength (1053).

### Incidence of Personnel Turnover

The relationship between the number of personnel regularly employed and those who leave police service may be expressed as a turnover ratio. The ratio can be computed for a specific period of time, that is, monthly, quarterly, or annually. In a police department with an average of 100 personnel, if 20 officers leave the force for all reasons during a year the annual turnover rate for the department would be 20. Expressed as an equation this is:

$$\frac{\text{Number of officers leaving police service}}{\text{Number of officers employed}} \times 100$$

or

$$\frac{20}{100} \times 100 = 20$$

To raise a turnover rate certain practices may be employed. Retirements may be encouraged and inefficient or incompetent officers may be discharged.

To lower a turnover rate, incentives to police service and recruitment may be expanded. Promotional opportunities may also assist in the effort.

Germann, a police authority, has noted that if the rate is under five the police force may be in danger of stagnation. He also noted that if the rate is over fifteen, the agency may be in danger of losing a substantial personnel investment which could prove disastrous.<sup>1</sup>

<sup>1</sup>A. C. Germann, Police Personnel Management, Springfield Thomas, 1958, p. 162.

Table 9 shows the number of police officers leaving police service and the turnover rates for 1964 through 1966.

TABLE 9 NUMBER OF OFFICERS LEAVING POLICE SERVICE AND TURNOVER RATES\*\*

Population group	Number of municipalities in group*	Years	Average number of Officers	Average Percentage
1- 2,500	22 (9)	1964	1.3	49
		1965	1.7	65.4
		1966	1.6	55
2,501- 5,000	39 (19)	1964	1.1	33
		1965	1.6	32.1
		1966	1.3	39
5,001-10,000	20 (10)	1964	2.3	10.5
		1965	2.7	36.7
		1966	2.2	2.9
10,001-15,000	9 (7)	1964	5.3	14.7
		1965	3.6	10.4
		1966	4	17.3
15,001-20,000	3 (3)	1964	1	1
		1965	2	2
		1966	4	2
20,001-25,000	3 (3)	1964	2.5	6
		1965	4	
		1966	1.3	
25,001-50,000	2 (2)	1964	5	8.5
		1965	5	8.5
		1966	5.5	10
50,001 & over	1 (1)	1964	6	5
		1965	7	6
		1966	9	8
Total Average	99 (54)	1964	1.9	27.5
		1965	2.5	33.7
		1966	2.4	33.2

\*Number in parenthesis indicates number of respondents in class.

\*\*Does not include officers who left police service during a probationary period.

The average turnover rate among 54 departments for three years is 31.5. This rate is excessively high and may present a problem for these departments.

The average number of officers appearing upon an eligible list (a list upon which the names of officers appear who have completed all requirements for selection) among 53 responding departments, however, was 2.9 or roughly 154 officers. This should have been sufficient to meet the needs owing to turnover. A three-year average of 2.3 officers left police service among 54 departments. From these figures represented, departments should have no difficulty filling vacancies.

There are however several possible complicating factors. In the first place many officers before actually being appointed may seek or otherwise select other employment. Another possibility is that many officers may not complete their probationary period. In 44 departments patrolmen may be dismissed from the probationary period without the department showing cause (See Table 84). A third possibility is that many officers may find police service unacceptable to them. Significantly, the average length of service of Maine police officers was noted to be 6.4 years among 85 responding departments. (See Table 12.) This fact also shows that men do leave police service frequently.

Table 10 indicates the reasons police officers left law enforcement agencies in 1966. Such reasons include:

(1) return to school, (2) industry or business, (3) better position, (4) better salary, (5) better working conditions, (6) military service, (7) dismissal, (8) death, (9) disability, and (10) retirement.

TABLE 10 REASONS GIVEN FOR POLICE OFFICERS LEAVING POLICE SERVICE IN 1966

Population group	Number of municipalities in group*	Return to school	Industry or business	Better position	Better salary	Better working conditions	Military service	Dismissal	Death	Disability	Retirement	Unknown	Total
1- 2,500	22 (22)			3	8	2		3	1	1	2	2	18
2,501- 5,000	39 (39)	1	6	12	12	5		3	1		1	2	37
5,001-10,000	20 (20)		2	5	14	3		3			1	1	30
10,001-15,000	9 (9)		3	1	5		1	1	3		2		14
15,001-20,000	3 (3)		1	1	6						1		12
20,001-25,000	3 (3)			1	2								7
25,001-50,000	2 (2)		1		5				2		2	1	11
50,001 & over	1 (1)	2	1	3				1			3		9
Total	99 (99)	4	13	26	52	10	2	14	8	1	11	6	138

\*Number in parenthesis indicates number of respondents in class.

In analyzing the reasons given for officers leaving police service it must be understood that more than one reason could be offered. The greatest number of reasons given for leaving police service was low pay in their departments.

Given the high turnover rate among some Maine municipal departments one can assume that unless the trend is reversed these departments and the municipalities they represent may be in serious trouble. The problem is how to provide enough incentives to make police employment an attractive career while at the same time increasing the recruitment effort.

#### Age and Length of Service as Factors in the Evaluation

In any appraisal of personnel administration it is important to know the average age of employees and their average length of on-the-job service. First, the average age factor will indicate how much more service can be expected of employees before retirement; and how many more years of service may be expected of them before thought must be given to replacements. Second, the average length of on-the-job service indicates how long, generally, new employees may be expected to remain on the job. If that average length of service is a short time several reasons may be given for it. However, two principle categories of reasons are significant. These are dissatisfaction with present employment and/or expectations of better prospects elsewhere.

Table 11 shows the average age of Municipal police officers.

TABLE 11 AVERAGE AGE OF MUNICIPAL POLICE OFFICERS

Population group	Number of municipalities in group*		Average ages by group
1- 2,500	22	(22)	40.8
2,501- 5,000	39	(39)	38.4
5,001-10,000	20	(20)	36.9
10,001-15,000	9	(9)	34.6
15,001-20,000	3	(3)	38.4
20,001-25,000	3	(3)	36.8
25,001-50,000	2	(2)	39.1
50,001 & over	1	(1)	37
Total	99	(99)	
Average			37.4

\*Number in parenthesis indicates number of respondents in class.

The average age of police officers for the state is approximately 37 years. This is a young age and could mean that the municipalities may be able to use their services for several more years.

However, Table 12 shows that the average length of service of police officers is relatively short.

TABLE 12 AVERAGE LENGTH OF SERVICE OF POLICE OFFICERS

Population group	Number of municipalities in group*		Average length of service
1- 2,500	22	(14)	6.29
2,501- 5,000	39	(35)	5.11
5,001-10,000	20	(18)	12.6
10,001-15,000	9	(9)	6.56
15,001-20,000	3	(3)	15.67
20,001-25,000	3	(3)	10.3
25,001-50,000	2	(2)	12
50,001 & over	1	(1)	13
Total	99	(85)	
Average			6.44

\*Number in parenthesis indicates number of respondents in class.

Just over six years service in a municipality is hardly that length of service most municipalities should desire from their police officers. In this few number of years service the officer is probably just becoming proficient.

#### Residency

Residency requirements demand that police personnel live in a stated jurisdiction for a specified period of time. Many are pre-employment conditions requiring a certain period of residence within a jurisdiction before application may be submitted. Other residency requirements demand that the police officers live within a jurisdiction at the time of appointment or at the conclusion of the probationary period.

A major deterrent to recruiting is a restriction on the residency of the applicants. A 1961 survey by the International Association of Chiefs of Police revealed that nationwide nearly 75 per cent of the responding departments had pre-service residency requirements varying from six months to five years.<sup>1</sup>

The origin of the requirements can be traced to depression times when employment was scarce and municipalities attempted to give job preferences to local residents.<sup>2</sup>

<sup>1</sup>George W. O'Connor, Survey of Selection Methods, Washington International Association of Chiefs of Police, 1962, p. 40.

<sup>2</sup>Federal Bureau of Investigation, Police Management -- Recruitment and Selection of Personnel, FBI Law Enforcement Bulletin. Washington, U. S. Department of Justice, FBI Act 1966, p. 16.

As some police departments are having difficulty obtaining qualified persons these residence requirements serve only as stumbling blocks to the effort of recruiting and selection. Nearly all police experts are calling for the removal of these residency requirements:

Pre-employment residence in the community should not be required of candidates for it reduces the number of qualified applicants from whom the most promising may be selected. Qualified young men who are residents of other cities or of small communities and rural areas often lack attractive opportunities in their local police service and are frequently interested in service in the departments of a larger community. Local residence denies the community the opportunity to recruit promising candidates who may, in some instances, provide a quality of leadership lacking among local applicants.<sup>1</sup>

Few Maine departments, however, have ordinances or rules that prohibit employment of persons who are not legal residents of the specified jurisdiction. Table 13 shows the number of municipalities requiring pre-employment residence and the jurisdiction in which it may be fulfilled.

TABLE 13 MUNICIPALITIES REQUIRING PRE-EMPLOYMENT RESIDENCE AND THE JURISDICTION IN WHICH IT MAY BE FULFILLED

Population group	Number of municipalities in group*	Pre-employment residence	
		Required	Not required
		State	Local
1- 2,500	22 (12)	3	9
2,501- 5,000	39 (32)		30
5,001-10,000	20 (20)		20
10,001-15,000	9 (9)		8
15,001-20,000	3 (3)		2
20,001-25,000	3 (3)		3
25,001-50,000	2 (2)		2
50,001 & over	1 (1)		1
Total	99 (82)	3	75

\*Number in parenthesis indicates number of respondents in class.

<sup>1</sup>O. W. Wilson, Police Administration, 2d. ed., New York: McGraw-Hill, 1963, p. 137.

As the seven requiring such pre-employment residence are small municipalities serious consideration ought to be given to a waiver or an abolition of the requirement.

Three of the municipalities do not waive the requirement.

In recruiting, those municipalities which have residence requirements and do waive them should publicize the waiver in their announcements.

Municipalities may require local residency after appointment or at the conclusion of the probationary period.

Table 14 shows the number of municipalities which require police officers to live within the jurisdiction after their selection.

TABLE 14 POLICE OFFICERS REQUIRED TO LIVE WITHIN THE MUNICIPALITY

Population group	Number of municipalities in group*	Required	Not required
1- 2,500	22 (17)	10	7
2,501- 5,000	39 (35)	19	16
5,001-10,000	20 (20)	10	10
10,001-15,000	9 (9)	7	2
15,001-20,000	3 (3)	3	
20,001-25,000	3 (2)	2	1
25,001-50,000	2 (2)	1	1
50,001 & over	1 (1)		
Total	99 (89)	52	37

Number in parenthesis indicates number of respondents in class.

There are 37 municipalities which do not require officers to live within the municipality they serve. There are as many arguments for a police

officer living within the municipality he serves as there are against his living there. The duty obligation, the housing in the area, and the ability to be available in emergencies all bear upon the issue. All necessary local factors must be considered in making such a decision.

Among those 52 departments that do require police officers to live within the municipality, the enforcement of this provision may be at the time of appointment or at the conclusion of the probationary period.

Table 15 points out the timing of the enforcement of the types of post employment residence requirements.

TABLE 15 ENFORCEMENT OF TYPES OF POST EMPLOYMENT RESIDENCE REQUIREMENTS

Population group	Number of municipalities in group*	Time of appointment	Conclusion of probationary period	Other
1- 2,500	22 (10)	5	5	
2,501- 5,000	39 (19)	7	10	2
5,001-10,000	20 (10)	5	4	1
10,001-15,000	9 (7)	4	3	
15,001-20,000	3 (3)	3		
20,001-25,000	3 (2)		2	
25,001-50,000	2 (1)	1		
50,001 & over	1 (0)			
Total	99 (52)	25	24	3

\*Number in parenthesis indicates number of respondents in class

The timing of the enforcement of post employment residency is near evenly split between the types. "Other types" of post employment residence call for officers to live within the municipality after having served specified periods of time on the force.

Each department should attempt to attract the best persons that

can be recruited anywhere in the country. Police and municipal administrators should take all necessary action to remove local residency requirements. This is consistent with a recent recommendation of the American Bar Association in their minimum standards for police recruits.<sup>1</sup>

Recommendation No. 2 THAT PRE-EMPLOYMENT RESIDENCE REQUIREMENTS WHICH ARE AN OBSTACLE TO EFFECTIVE RECRUITING, BE WAIVED OR ABOLISHED WHERE THEY EXIST.

#### Policy on Employee Organization

Attention will be given to two types of employee organizations -- the professional and/or fraternal organizations and the formal organizations whose purposes are to seek collective representation for the police on personnel policy matters.

National professional and/or fraternal organizations such as the International Association of Chiefs of Police, the International Association for Identification, the International Association of Communications Officers, the National Conference of Police Associations, and the Fraternal Order of Police have existed and are well known to police administrators. Though their purposes are all slightly different the International Association of Chiefs of Police has in recent years made great strides in promoting police training and in the research of police

<sup>1</sup>American Bar Association, Minimum Standards for Police Recruit Qualifications and Selections: American Bar Association Project on Minimum Standards for Criminal Justice Committee on the Police Function, September 8, 1966, rec II, p. 6.

personnel practices and standards. Their publication, The Police Chief, has wide distribution and is designed to make available to its readers current developments in the police field.

Table 16 indicates the percentages by population group of police officers who have membership in police professional and/or fraternal organizations.

TABLE 16 PERCENTAGE OF POLICE OFFICERS WHO HAVE MEMBERSHIPS IN POLICE PROFESSIONAL AND/OR FRATERNAL ORGANIZATIONS

Population group	Number of municipalities in group*		Average percentages of police officers by groups	
			Professional	Fraternal
1- 2,500	22	(7)	41.7	42.1
2,501- 5,000	39	(20)	47.9	43.1
5,001-10,000	20	(10)	76.4	50.3
10,001-15,000	9	(6)	51.1	34.3
15,001-20,000	3	(1)	75	0
20,001-25,000	3	(1)	10	3
25,001-50,000	2	(2)	4	90
50,001 & over	1	(1)	1	1
Total Average	99	(48)	51.3	45.6

\*Number in parenthesis indicates number of respondents in class.

It is normally the chief or the command personnel who are members of such organizations. Though the table shows a high percentage of officers having memberships in these organizations from the small departments, it must be remembered that in many of these departments there are few men -- in many cases as few as one or two. To say that roughly half the men in a department are members of professional and/or fraternal organizations is not incorrect, but as so many of the departments are smaller this means that perhaps there may be only one representative

from a department or at best that only the command personnel have memberships.

It is important that at least one member in each department acquires membership in a professional organization. By having a membership the organization's publications and other materials are normally forwarded. The distribution of such professional materials should help keep police officials current on certain aspects in the law enforcement field.

The organization of police officers for the purpose of collective bargaining is the subject of much discussion and has been before and after the Boston police strike. Such organizations whether they are called unions, benevolent organizations or protective organizations, generally seek to (1) secure better wages and working conditions and promote their general welfare as a group through presentation of requests and negotiation with municipal administrators and legislative bodies and (2) assist in securing settlement of individual grievances relating to employment.

There is some recognition of the right of police officers to organize for their interests. This issue received considerable attention in 1958 when a union announced its intention to organize municipal police departments.

Some municipalities have adopted employee relations programs based on a recognized right of employees to organize without fear of reprisals. The form of acknowledgment of such programs, however, has normally been a tacit recognition or formal recognition of a police benevolent association.

Table 17 shows the number of municipal policies regarding policemen's rights to organize as affiliates of national or local organizations or unions.

TABLE 17 MUNICIPAL POLICIES REGARDING POLICEMEN'S RIGHTS TO ORGANIZE AS AFFILIATES OF NATIONAL ORGANIZATIONS AND UNIONS AND THOSE WHICH PERMIT RECOGNITION OF A SINGLE NEGOTIATING REPRESENTATIVE OF POLICE EMPLOYEES

Population group	Policies regarding right to organize as affiliates of national organizations and unions				Policies regarding permission of a single negotiating representative of police		
	Number of municipalities in group*	No policy	Forbid	Permit	Number of municipalities in group*	Forbid	Permit
1- 2,500	22 (16)	14	1		22 (13)	5	8
2,501- 5,000	39 (35)	32	1	1	39 (27)	18	9
5,001-10,000	20 (20)	18		2	20 (17)	11	6
10,001-15,000	9 (9)	8		2	9 (8)	4	4
15,001-20,000	3 (3)	2		1	3 (3)	2	1
20,001-25,000	3 (3)	3		1	3 (2)	1	1
25,001-50,000	2 (2)	2			2 (2)	2	
50,001 & over	1 (1)	1			1 (1)		1
Total	99 (89)	80	2	7	99 (73)	43	30

\*Number in parenthesis indicates number of respondents in class.

A preponderant number of municipalities have no formally stated policy regarding the right of policemen to so organize. Two municipalities forbid police to organize.

The strike is the basic union weapon of employment labor relations in the private sector. Without it organized employees' demands are



weak. Naturally, if police officers are formally organized then a strike is a potential danger unless such a practice is expressly forbidden by ordinance.

Table 18 indicates municipal policies regarding policemen's right to strike.

TABLE 18 MUNICIPAL POLICIES REGARDING POLICEMEN'S RIGHT TO STRIKE

Population group	Number of municipalities in group*		No policy	May not strike
1- 2,500	22	(16)	15	1
2,501- 5,000	39	(37)	31	6
5,001-10,000	20	(20)	19	1
10,001-15,000	9	(9)	8	1
15,001-20,000	3	(3)	2	1
20,001-25,000	3	(3)	2	1
25,001-50,000	2	(2)	1	1
50,001 & over	1	(1)		1
Total	99	(91)	78	13

\*Number in parenthesis indicates number of respondents in class.

Thirteen municipalities expressly prohibit striking while 78 indicated they had no formally stated policy.

It is questionable that by organizing the police can bargain with municipal administrators and legislative bodies in a better way than can a competent and aggressive police administrator. There is at least one example in Maine, however, where the police by collective bargaining have presented their case successfully to a municipal administration.

Hopefully, the police and municipal administration together can, by proper research and planning, propose appropriate conditions of employment to make police service an attractive and rewarding career.

Should they fail there are at least two conceivable outcomes. First, police employment will be so unattractive a pursuit that few qualified persons would be admitted. Second, police may attempt to take their grievances into their own hands by any measure designed to impede the full and proper performance of duties.

#### Performance Evaluation

Rating a police officer's performance periodically is a decision that must be made by the police or municipal administrator.

There is much literature dealing with the subject of evaluation reports, their desirability, and usefulness. In this work a full discussion cannot be given. One issue is important. If by evaluating performance more and better qualified persons can be attracted and retained in police service owing to their generally recognized usefulness, then the applicability of such reports is justified and recommended.

Perhaps the most important goal of service ratings is to identify employee effectiveness as the evaluator views it.

Conscientious people like to know how their work measures up to the standard as it is applied in the performance of their duties. Recruits may want their performance recognized and recorded. By having service ratings recruits may feel that their supervisors are taking the time to evaluate their work and that this recorded effort will be useful in promotional procedures.

Table 19 presents the number of departments which conduct periodic ratings of personnel.

TABLE 19 DEPARTMENTS WHICH CONDUCT PERIODIC RATINGS OF PERSONNEL

Population group	Number of municipalities in group*		Conduct ratings	Do not conduct ratings
1- 2,500	22	(16)	5	11
2,501- 5,000	39	(36)	9	27
5,001-10,000	20	(20)	7	13
10,001-15,000	9	(9)	4	5
15,001-20,000	3	(3)	1	2
20,001-25,000	3	(3)	3	
25,001-50,000	2	(2)	1	1
50,001 & over	1	(1)	1	
Total	99	(90)	31	59

\*Number in parenthesis indicates number of respondents in class.

Approximately one third of the departments conduct some form of periodic employee evaluation.

TABLE 20 shows the types of rating programs which are used.

TABLE 20 TYPES OF RATINGS OF PERSONNEL

Population group	Number of municipalities in group*		Formalized	Non-formalized
1- 2,500	22	(5)	3	2
2,501- 5,000	39	(9)		9
5,001-10,000	20	(7)	3	4
10,001-15,000	9	(4)	2	2
15,001-20,000	3	(1)	1	
20,001-25,000	3	(3)	1	2
25,001-50,000	2	(1)	1	
50,001 & over	1	(1)	1	
Total	99	(31)	12	19

\*Number in parenthesis indicates number of respondents in class.

Of these only twelve have a formal program for evaluation. These twelve departments all have printed evaluation forms which identify characteristics significant to job performance.

Figure 1 illustrates an example of such a printed evaluation form used for promotional purposes by the Berkeley California police department. A similar form may be adapted for use in periodic ratings of regular officers or in ratings of officers in a probationary status.

The twelve Maine departments utilizing printed evaluation forms identify traits and characteristics such as skill, knowledge, work habits, relationships with people, learning capability, attitude toward the job, personal and physical fitness, ability as a supervisor, and administrative potential and/or ability.

Table 21 points out the party responsible for evaluating personnel.

TABLE 21 PARTY RESPONSIBLE FOR EVALUATING PERSONNEL

Population group	Number of municipalities in group*		Immediate supervisor	Rating team	Police chief
1- 2,500	22	(10)	4	1	5
2,501- 5,000	39	(25)	1		24
5,001-10,000	20	(15)	3		12
10,001-15,000	9	(6)	2		4
15,001-20,000	3	(3)			3
20,001-25,000	3	(3)	3		
25,001-50,000	2	(2)	2		
50,001 & over	1	(1)	1		
Total	99	(65)	16	1	48

\*Number in parenthesis indicates number of respondents in class.

In most cases it is the chief or the rated officer's immediate supervisor. In the smallest departments the immediate supervisor, of course,

PERSONNEL DEPARTMENT

CITY OF BERKELEY

## PROMOTIONAL SERVICE RATING

POLICE DEPARTMENT

EMPLOYEE'S NAME \_\_\_\_\_ FOR RANK OF \_\_\_\_\_ DATE \_\_\_\_\_

SERVICE FACTORS	Indicate Ratings by * / * Marks				
	IMPROVEMENT REQUIRED	SATISFACTORY WITH MINOR FAULTS	SATISFACTORY	SUPERIOR	OUTSTANDING
1. PERSONALITY - Does he have the poise, appearance, personality, sense of humor which he must have to stimulate confidence in the public, subordinates and superiors? Does he have objectionable habits or characteristics which are a major annoyance or source of irritation to others?					
2. TEMPERAMENT - Does he habitually exercise self-control? Does he become excited under stress? Does he take criticism well? Does he rapidly adjust well to people and situations? Is he usually firm yet fair and impartial?					
3. INTEREST - Has he shown sustained interest in police work? Has he sought to improve himself? Does his interest show on the job? Does he show interest in all phases of his job? Does he subordinate police work to outside interests?					
4. QUANTITY OF WORK - INDUSTRY - Is he industrious? Does he always do a full day's work? Does he do his share? Does he organize his time well? Does he waste time? Is he easily diverted into non-productive activity?					
5. QUALITY OF WORK - PERFORMANCE - Is he thorough? Accurate? Effective? Does he exercise imagination? Initiative? Does he perform well in all phases of his work? Or emphasize those he likes in detriment to others? Does he cooperate fully?					
6. EXPRESSION - Does he express himself clearly and concisely? Are his oral and written explanations understandable? Is his language acceptable?					
7. JUDGMENT - Do you have confidence in his judgment? In your absence would you worry about his decisions? Is he flexible? Adaptable? Does he generally show "common sense"?					
8. DEPENDABILITY - Is he reliable? Does he require less than average supervision? Are his reports factual and accurate?					
9. LOYALTY - Does he adhere to departmental aims and ideals? Does he show pride in his work? Does he support his superiors? Does he carry out departmental policies?					
10. KNOWLEDGE OF HIS JOB - Does he exhibit good job knowledge? Has he demonstrated that he can learn and apply techniques and procedures? Does his performance indicate that he will learn and practice techniques and procedures in the promotional job?					
11. LEADERSHIP - Does he have the capacity to direct, control and influence others? Has he demonstrated leadership in his daily relations with other officers? Does he contribute to good morale? Will he be able to handle complicated personnel matters in an effective and satisfactory manner?					

Figure 1—Promotional Service Rating Form, Berkeley, California

Source: City of Berkeley, California, Personnel Department, "Promotional Service Rating," as shown in International City Managers Association, *Municipal Police Administration*, 1961 Chicago, The Association, p. 155.

may be the chief.

Some departments having a formal evaluation procedure for employees provide for an interview between the rated officer and the rater. Conscientious people like to know how their supervisors evaluate them. If a department decides upon a formal evaluation the least it can do is provide for an interview between the rated officer and the rater.

Such interviews should be planned and executed in a proficient manner.\* The officer should be apprised of his capabilities and his limitations with a view toward his improvement.

A systematic and formal attempt to appraise job performance may serve a good purpose if these ratings are fair, useful, and sensibly utilized. The main purpose of a law enforcement agency is to provide police service within its jurisdiction. Evaluations of employees are justified if they contribute to that effort. To put it a slightly different way, if evaluations will contribute in any way to recruiting and retaining police officers their use is equally justified.

\*Editors note: For a thought-provoking, opposing point of view see "The Problem of the Annual Performance Review" (Chapter 12 of *Management By Objectives*, (New York: Pitman, 1965). The author, George S. Odiorne, until recently director of the Bureau of Industrial Relations, The University of Michigan, challenges the wisdom of the conventional annual performance review because it typically does not consider worker performance and it is not timely. Instead, he suggests periodic feedback reviews including an annual appraisal of performance measured against goals previously agreed upon between superior and subordinate for the purpose of establishing new goals, not worker reward or punishment. He notes that personality criteria - subjective elements of a person's make-up that are not easily evaluated and altered, especially by laymen - are considered as if they were objective. He likens it to wifely nagging or criticising a subordinate for failing to do something he didn't know was expected of him. Odiorne suggests this "upside-down" approach is a mischief-maker and suggests it is not a constructive teaching device and cannot be expected to motivate a change in behavior that will promote improved performance.

## CHAPTER IV

### SALARY, WORKING CONDITIONS, FRINGE BENEFITS, AND RETIREMENT

There will be no attempt in this chapter to present a complete account of salary administration, working conditions, benefits, and retirement. There will be an attempt to point out existing practices in Maine police departments regarding these matters and an attempt to draw conclusions. From the conclusions, recommendations will be made.

Pay, working conditions, and fringe benefits affect the attractiveness of police employment. Retirement affects employee security. All these factors are directly related to the recruitment and retention effort. If these factors are sufficiently attractive, qualified persons may seek and remain in police service.

#### Salary Administration

Obviously, police service must offer compensation that is competitive with other occupations which recruit persons of similar education and abilities. In most communities throughout the nation, police service does not offer competitive salaries.<sup>1</sup>

The principles which must affect the general level of wages in a community are: (1) financial condition of the municipality, (2) wage scale of private or public competitors in the general area, (3) bargaining power of policemen or of their sponsors, (4) cost of living, and (5) federal or state regulations concerned with wages.

<sup>1</sup> Task Force Report: The Police, Washington, D. C., U. S. Government Printing Office 1967, President's Commission on Law Enforcement and Administration of Justice.

Pay scales setting then is tied directly to the wages paid by private business and public employers in the area. Municipalities must be concerned with several factors including the fact that the pay must be high enough to attract qualified applicants.

The responsibility for setting pay clearly rests with the legislative body of the municipality. However, the responsibility for advising the legislative body of appropriate police salaries rests with the police administration. Legislators do not carry on the technical work of conducting a pay survey. If a municipality has a personnel department the police administrator must work with members of that department in an effort to recommend the establishment and maintenance of appropriate pay levels. If the municipality does not have a personnel department, the police administrator may recommend the establishment and maintenance of a pay level to the municipal chief administrator.

The scope of a pay survey depends to a great extent upon staff and funds. At least three steps are necessary in the survey: (1) sources of pay data must be identified, (2) job classes must be selected and defined and (3) the survey method must be determined.<sup>1</sup>

The principal sources concerning the general level of pay in the community are private business, governments, unions, and trade and professional associations.<sup>2</sup> It is important that area private employers be considered in the pay study. Care must be taken, however, to assure that large corporations do not unduly influence survey results. Other municipalities of comparable size and similar economic characteristics

<sup>1</sup> International City Managers Association, *op. cit.*, p. 53.

<sup>2</sup> *Ibid.*

are good sources and should be used. Local labor organizations may have pay data which they would be willing to make available. The state's Department of Labor and Industry publishes information on classifications of jobs in various types of industry with wages paid to employees for certain time intervals. Other sources of wage and salary data may be studied. The following sources may be helpful:

1. The U. S. Bureau of Labor Statistics regularly reports the results of occupational wage surveys in specific U. S. cities in the Monthly Labor Review and in special bulletins;<sup>1</sup>
2. The International Association of Chiefs of Police make salary studies which are published periodically;<sup>2</sup>
3. The Maine Municipal Association regularly compiles statistics concerning salaries and fringe benefits;
4. The Municipal Year Book, published annually by the International City Managers' Association, often contains salary data for municipal police. Only the largest cities, however, have been included;
5. The Public Personnel Association conducts a semi-annual survey of pay rates in the public service;<sup>3</sup>

<sup>1</sup> These publications are listed in the Industrial Arts Index available in most public libraries.

<sup>2</sup> A convenient source for identifying 67 professional associations that will supply salary information is Dorothy W. Otten, Guide to Personnel Activities of Professional and Technical Associations (Chicago: Civil Service Assembly, 1953), 55pp.

<sup>3</sup> This survey is one of the services provided for personnel agencies of cities, states, counties, and federal agencies that are members of PPA.

6. More than 100 associations of employers systematically collect wage information from thousands of private establishments.<sup>1</sup>

In addition to competitive salaries, all police departments should insure that fringe benefits such as vacation, leaves of absence, health and other insurance plans, working conditions, and retirement are comparable to those offered in the local private sector of society. At one time, many police departments had fringe benefits which were superior to those offered by private industry, and they assumed that benefits such as early retirement or extended vacation periods were a substitute for competitive salaries.<sup>2</sup> However, since most occupations on the national level have comparable or superior fringe benefits, police departments can no longer rely upon these benefits as a means of attracting applicants.<sup>3</sup>

After attention has been given to the sources of pay data job classes must be considered. It is difficult to equate a policeman's job with that of certain other public jobs and very difficult to equate a policeman's job with those in private employment except those requiring general police, security, and investigative techniques. In establishing characteristics in other forms of employment which could be used to equate general requirements with those of police service, the following should be considered:

1. There should be good reference points with respect to difficulty and responsibility;

<sup>1</sup> Arnold Tolles and Robert L. Raimon, Sources of Wage Information, Ithaca, New York: Cornell University, 1952.

<sup>2</sup> Task Force Report: The Police, op.cit., p. 135.

<sup>3</sup> Ibid.

2. There should be classes for which adequate numbers of qualified applicants are available; and

3. There must be a way to define easily the duties of the classes of employees.

Perhaps the ideal way of conducting a pay survey is to have professional job analysts do it. In this way the municipality is relieved of the requirement to establish methodology. In most cases the municipality will conduct its own survey or cooperate with other municipalities. Fewer than half the Maine municipalities conduct formal comparative wage and salary surveys as shown in Table 22.

TABLE 22 MUNICIPALITIES WHICH REGULARLY CONDUCT FORMAL WAGE AND SALARY SURVEYS

Population group	Number of municipalities in group*		Conduct surveys	Do not conduct surveys
1- 2,500	22	(16)	3	13
2,501- 5,000	39	(36)	15	21
5,001-10,000	20	(20)	11	9
10,001-15,000	9	(9)	3	6
15,001-20,000	3	(3)	2	1
20,001-25,000	3	(3)	2	1
25,001-50,000	2	(2)	1	1
50,001 & over	1	(1)	1	
Total	99	(90)	38	52

\*Number in parenthesis indicates number of respondents in class.

Most of the large municipalities conduct such surveys whereas the smaller municipalities do not. It must be remembered, however, that in a small jurisdiction local wages may be generally well-known. If that is so surveys perhaps need not be made to attract and keep qualified people.

Yet the turnover rate is highest among localities of fewer than 5,000 persons. (See Table 9.) It could not be said unqualifiedly that it is a disparity in pay which is responsible for this. However, as Table 10 points out, among the population groups representing fewer than 5,000 persons, the reasons most often cited for leaving police employment are better position and/or better salary. The reasons given for officers leaving police service may be correct but to perform a formal survey to determine proper rates of pay may not be justifiable in terms of expense to the municipality. It is difficult to understand how the largest municipalities can justify not conducting a formal wage survey.

Though 38 departments indicated that their municipalities conduct comparative wages and salary surveys, 31 departments conduct these surveys cooperatively with other local governmental jurisdictions as shown on Table 23.

TABLE 23 MUNICIPALITIES WHICH CONDUCT WAGE AND SALARY SURVEYS COOPERATIVELY WITH OTHER LOCAL GOVERNMENTAL JURISDICTIONS

Population group	Number of municipalities in group*		Conduct cooperatively	Do not conduct cooperatively
1- 2,500	22	(4)	3	1
2,501- 5,000	39	(14)	13	1
5,001-10,000	20	(10)	9	1
10,001-15,000	9	(3)	2	1
15,001-20,000	3	(2)	2	
20,001-25,000	3	(2)	1	1
25,001-50,000	2	(2)	1	1
50,001 & over	1	(1)		1
Total	99	(38)	31	7

\*Number in parenthesis indicates number of respondents in class.

For reasons of economy, municipalities in the same general area and of about the same size and economic character may find this to be a good way to perform such a study. For municipalities of unequal size and economic character it may be appropriate provided there are private or public employers in the general area which attract numerous applicants.

As shown on Table 24 the single municipal or joint effort was generally prepared by the municipal chief executive. Others were a consultant, administrative assistant, efforts done jointly with other police agencies, and the Maine Municipal Association..."Other" included diverse parties. Chief among these was the Department of Labor and Industry which will make statistics available on occupational wage rates in various industries.

TABLE 24 PARTY PREPARING WAGE AND SALARY SURVEY

Population group	Number of municipalities in group*	Municipal chief executive	Consultant	Administrative assistant	Prepared jointly with other police agencies	Maine Municipal Association	Other
1- 2,500	22 (6)	3			1	2	2
2,501- 5,000	39 (18)	12			1	1	1
5,001-10,000	20 (13)	11				1	1
10,001-15,000	9 (4)	2					
15,001-20,000	3 (2)	2					
20,001-25,000	3 (3)	3					
25,001-50,000	2 (2)		1	1			
50,001 & over	1 (1)		1				
Total	99 (49)	33	2	1	2	4	7

\*Number in parenthesis indicates number of respondents in class.

According to figures presented in the Municipal Yearbook, 1967, the median starting salaries for patrolmen ranged from \$5,200 in municipalities of 10,000 -25,000 population to \$5,650 in municipalities of 50,000 - 100,000 population. Starting salaries varied from a low of \$2,880 to a high of \$8,544 in the first population group (10,000 - 25,000). In the second (50,000 - 100,000) the range was \$2,950 to \$8,208.<sup>1</sup>

In Maine, median police salaries at the entrance level were not so good. The starting salaries ranged from \$4,420 in municipalities of 10,000 - 25,000 population to \$4,698 in the one Maine municipality over 50,000 population.

TABLE 25 ENTRANCE SALARIES OF PATROLMEN

Population group	Number of municipalities in group*	Lowest	Median	Mean	Highest
1- 2,500	22 (22)	\$3900	\$4420	\$4652	\$6500
2,501- 5,000	39 (39)	3380	4394	4349	5500
5,001-10,000	20 (20)	3841	4471	4518	5434
10,001-15,000	9 (9)	4160	4680	4679	5366
15,001-20,000	3 (3)	4366	4420	4551	4867
20,001-25,000	3 (3)	4472	4576	4611	4784
25,001-50,000	2 (2)	4305	4336	4337	4368
50,001 & over	1 (1)	4698	4698	4698	4698
Total Group	99 (99)	\$3380	\$4440	\$4498	\$6500

\*Number in parenthesis indicates number of respondents in class.

It can be seen that Maine's salaries are higher than the national average at the lowest level and lower at the highest level. That is

<sup>1</sup>International City Managers Association, The Municipal Yearbook, 1967, Chicago, The Association, 1967, p. 439.

its range of salaries is smaller than on the national level.

Probably firemen in the same jurisdiction are the group most often compared with police in salary analysis. It is generally known that for years police and fire salaries remained the same. Almost without question one was not raised without raising the other. There has been in recent times a tendency to get away from similar salaries being paid to both policemen and firemen as is shown in the tables of fire salaries in The Municipal Yearbook, 1967.<sup>1</sup>

No doubt; many job analysts have felt that the work of a fireman and his qualifications are more similar to that of a policeman than almost any other municipal, general governmental, or business and industrial worker. This, at least, has been one rationale for keeping police - fire salaries so comparable over the years. It should be argued that the qualifications and the duties of firemen are grossly different from those of policemen. How the two can be equated at all except that they have the same employer and work in the same jurisdiction is hard to imagine.

It may be unfair to use Table 26 showing the entrance salary of firemen as a valid basis for comparison of police and fire salaries. It must be borne in mind that there are only 22 respondents in the table as compared with 99 respondents in Table 25. Table 26 shows that starting salaries for firemen ranged from \$3,960 in municipalities of 10,000 -15,000 population to \$4,698 in the one Maine municipality over

<sup>1</sup>Ibid., p. 378.

50,000. Interestingly, the two departments under 2500 population reported an average median salary of \$5,233.

TABLE 26 ENTRANCE SALARIES OF FIREMEN

Population group	Number of municipalities in group*	Lowest	Median	Mean	Highest
1- 2,500	22 (2)	\$5187	\$5233	\$5234	\$5280
2,501- 5,000	39 (3)	3380	4659	4697	6489
5,001-10,000	20 (6)	3841	4680	4734	6115
10,001-15,000	9 (4)	3960	4699	4899	5668
15,001-20,000	3 (1)	4366	4366	4366	4366
20,001-25,000	3 (3)	4472	4576	4611	4784
25,001-50,000	2 (2)	4305	4336	4337	4368
50,001 & over	1 (1)	4698	4698	4698	4698
Total Group	99 (22)	\$3380	\$4680	\$4740	\$6489

\*Number in parenthesis indicates number of respondents in class.

Only in the last three population groups (20,000 population and over) do all municipalities pay entering policemen and firemen the same salary.

There is no attempt to propose that there be unequal pay necessarily. It must be recognized very clearly that the functions are different and the qualifications should be different, therefore, just on that basis, there is no reason why salaries should be exactly the same.

It would appear in analyzing Tables 25 and 26 again that firemen in smaller communities receive higher salaries than do policemen. There are diverse reasons for this, the most prominent being that firemen in the smaller municipalities are required to work longer hours than are their counterparts in larger municipalities and than are their police



counterparts in the same jurisdiction.

Police applicants must know what is the highest maximum salary which they can expect to receive. As so relatively few officers even advance beyond the rank of patrolman it should be an important consideration for them. Also, since it is essential that skilled personnel remain as police officers it is important that maximum salaries for patrolmen be sufficiently high.

The nationwide maximum median salary for patrolmen in 1967<sup>1</sup> (10,000-25,000 population) was \$6,000. The range was from a low of \$3,300 to a high of \$9,996. Among municipalities in population group 50,000-100,000 the median was \$6,728. The range in this group was from \$3,300 to \$9,559. Table 27 shows the maximum salaries of patrolmen in Maine.

TABLE 27 MAXIMUM SALARIES OF PATROLMEN

Population group	Number of municipalities in group*		Lowest	Median	Mean	Highest
1- 2,500	22	(22)	\$3900	\$4680	\$4649	\$5800
2,501- 5,000	39	(39)	3380	4680	4667	5720
5,001-10,000	20	(20)	4368	4940	4973	6396
10,001-15,000	9	(9)	4680	5366	5386	5980
15,001-20,000	3	(3)	5395	5557	5558	5720
20,001-25,000	3	(3)	5200	5304	5373	5616
25,001-50,000	3	(3)	5200	5216	5217	5233
50,001 & over	2	(2)	5585	5585	5585	5585
50,001 & over	1	(1)				
Total Group	99	(99)	\$3380	\$4927	\$4879	\$6396

\*Number in parenthesis indicates number of respondents in class.

The median salary in population group 10,000 - 25,000 was \$5,304. The median in the highest population group was \$5,585. It may appear that

<sup>1</sup>International City Managers Association, *The Municipal Yearbook*, 1967, *op. cit.*, p. 439.

there are higher salaries paid at the entrance level than at the maximum level for senior officers. (See Tables 25 and 27). It must be remembered that high salaries are paid in small jurisdictions. As there has been so much turnover in these small communities the high entrance salaries may be paid to attract qualified candidates. In comparing these two tables it should also be realized that in a large jurisdiction a beginning patrolman has an opportunity to learn through recruit training, on-the-job training, in-service training, formal training and by experience. In the small jurisdiction if the patrolman is to be anything but a security guard or traffic controller he must be already qualified.

Maximum salaries of Maine firemen are again similar to maximum police salaries for the last three population groups. As municipal population groups become smaller the disparity in salary occurs, probably owing to the previously mentioned reasons. It must be remembered as with Table 26 that reporting municipalities are relatively few in number as compared with the 100 per cent response to police salaries, as shown in Tables 25 and 27.

TABLE 28 MAXIMUM SALARIES OF FIREMEN

Population group	Number of municipalities in group*		Lowest	Median	Mean	Highest
1- 2,500	22	(1)	\$5280	\$5280	\$5280	\$5280
2,501- 5,000	39	(8)	3640	4793	4999	6489
5,001-10,000	20	(3)	4600	5016	5177	6115
10,001-15,000	9	(5)	5125	5450	5534	5668
15,001-20,000	3	(1)	5395	5395	5395	5395
20,001-25,000	3	(3)	5200	5304	5373	5616
25,001-50,000	2	(2)	5200	5216	5217	5233
50,001 & over	1	(1)	5585	5585	5585	5585
Total Group	99	(24)	\$3640	\$5237	\$5226	\$6489

\*Number in parenthesis indicates number of respondents in class.

On a statewide basis it may be proper to compare salaries in police employment with those of divers categories of Maine industrial workers.<sup>1</sup> There are, however, some reasons to doubt any broad conclusions. Particular local industries may have very high or very low rates of pay. There may be vast numbers of persons qualified for such employment but unqualified for police employment. Other reasons may also exist.

Table 29 shows the yearly pay of various categories of Maine workers.

TABLE 29 \*YEARLY PAY OF VARIOUS CATEGORIES OF MAINE WORKERS

Occupation title	Number of Industries	Number of Positions	Minimum	Mean	Maximum
Office	15	3,486	\$3250	\$5122	\$14,950
Maintenance	15	3,284	3614	6665	13,000
Custodial and material movement	15	3,013	3172	5033	11,700
Production	15	24,953	3250	5197	14,690
Total Average	15	34,736	\$3322	\$5504	\$13,585

\*Based on 50 hours per week, 52 weeks per year.

Material taken from 1967 statistics compiled by State Department of Labor and Industry.

What is important is that there is a wide pay range affording an opportunity to receive high pay by working no more hours than the police.

In a sense it is unfair to compare industrial workers with police officers. In education the qualifications may be similar. However, proper selection criteria for the police would dictate high physical and

<sup>1</sup>Figures of industrial workers taken from a 1967 report by the Department of Labor and Industry.

personal standards which not all people could expect to meet.

It is fair, however, to compare municipal police salaries with those of the Maine State Police. Effective January, 1968 the annual starting salary of a trooper with no experience is \$5668. The maximum salary after 15 years service is \$7982. These figures exceed those paid by the municipalities.

The police departments cannot be expected to recruit competent personnel until municipalities are willing to pay the price. Until salaries are competitive with other jobs requiring similar background, skill and other personal attributes, the departments will be ineffective in efforts to upgrade the quality of service.

Recommendation No. 3 THAT MUNICIPALITIES ASSURE THAT POLICE SALARIES ARE COMPETITIVE WITH THOSE OF OTHER OCCUPATIONS REQUIRING SIMILAR EDUCATION, ABILITY, AND PERSONAL CHARACTER.

#### The Work Situation

The term work situation is a catch-all phrase covering hours of work and physical working conditions. The first is an objective account; the second is the author's subjective analysis based upon visits to various municipal departments. The work situation is a non-salary factor in the total work environment. Working conditions are a factor in the attraction and retention of able personnel and in the quality of their work and level of performance. Municipalities and their departments must give careful consideration to this important part of the total working conditions.

Police departments must operate on a 24-hour basis throughout the year. Some small Maine departments do not maintain continuous formal service but normally one of their officers is on call for emergencies.

Several problems may develop concerning the shift rotation of employees. These would probably concern only the larger departments having more than 5,000 population in their community. No standard rule can apply to how a police administrator rotates his officers on a shift basis but the proper and equitable administration of shift work is a factor in the total working environment. Obviously an equitable shift arrangement is a strong incentive to recruitment and retention.

In recent years there has been a reduction in working hours among all segments of the national community. The figures cited in the various editions of the Municipal Yearbook illustrate that there has been a reduction in working hours among municipal employees. In 1947 the median work week for police was 48 hours. By 1959 the work week had dropped to 42 hours.<sup>1</sup> In 1967, the majority of police departments under 100,000 population work a 40-hour week.<sup>2</sup>

<sup>1</sup>International City Managers Association, Municipal Yearbook, 1960, Chicago, The Association 1960, p. 164.

<sup>2</sup>International City Managers Association, Municipal Yearbook 1967, op cit., pp. 457-462.

This presents a sharp contrast to the situation in Maine departments where 90% of the departments work an average of 50 hours a week.

TABLE 30 WORK WEEK FOR MUNICIPAL POLICE OFFICERS 1967

Population group	Number of municipalities in group*		Number of hours
1- 2,500	22	(16)	48.1
2,501- 5,000	39	(36)	51.2
5,001-10,000	20	(20)	50.7
10,001-15,000	9	(9)	45.8
15,001-20,000	3	(3)	46
20,001-25,000	3	(3)	41.7
25,001-50,000	2	(2)	41.5
50,001 & over	1	(1)	40
Total Average	99	(90)	49.6

\*Number in parenthesis indicates number of respondents in class.

It must be recognized that it is the smaller municipalities, however, which bring the average up so high. In all municipalities over 20,000 population policemen worked no more than an average 42-hour week. In smaller communities there are fewer policemen oftentimes requiring a long and sporadic work week. One chief representing a small municipality indicated that his work week was over 80 hours. This figure alone brought up one population group's average work week.

There is a tendency in Maine, however, to bring the average work week down to the national police average. In 1966 the average work week in Maine was 50.1 hours.

TABLE 31 WORK WEEK FOR MUNICIPAL POLICE OFFICERS AS OF OCTOBER 1, 1966

Population group	Number of municipalities in group*		Numbers of hours
1- 2,500	22	(16)	50
2,501- 5,000	39	(35)	52
5,001-10,000	20	(20)	51
10,001-15,000	9	(9)	46
15,001-20,000	3	(3)	46
20,001-25,000	3	(3)	42
25,001-50,000	2	(2)	44
50,001 & over	1	(1)	40
Total	99	(89)	
Average			50

\*Number in parenthesis indicates number of respondents in class.

Though there is not a great decrease in hourly work over the one year period, the figures do show a trend toward some decrease in working hours. This trend must be continued if police service is going to compete favorably with working hours among white and blue collar workers in private employment.

Recommendation No. 4 THAT MUNICIPALITIES SEEK TO  
REDUCE THE WORKING HOURS OF POLICEMEN TO THAT LEVEL  
REQUIRED BY PRIVATE EMPLOYERS.

Primary responsibility for adequate equipment and physical conditions rests with the municipal chief administrator and/or the police administrator. The police administrator, however, has the responsibility of being cognizant of poor facilities and those general working conditions which result in poor morale.

Physical placement of equipment and cleanliness of physical facilities is important to the attendance, morale, safety, health, and attitudes

of police officers. It is not enough to be well qualified and well trained for police service. Those things with which one works and those physical conditions around which one works can affect the performance record. The President's Commission noted that generally in the nation, police stations are old, cramped, badly maintained, and in many instances equipment is deficient. Such conditions adversely affect police morale and detract from the professional nature of police service. Competent officers cannot easily be attracted or retained under such conditions. All police buildings should be attractive, provide adequate space and be well maintained. Modern equipment such as dictating machines should be used for reports, and officers should only be required to perform work suited to their ability. In this respect, improvement may be made by some municipal police departments.

#### Off-duty Employment

One of the controversial issues in municipal police administration is the right of police officers to become employed while they are off-duty. Employment in this context is defined as paid work performed separately and after normal police duty hours. The problem may be difficult to resolve. Questions can be asked as to whether the municipality should regulate or prohibit off-duty employment and whether it has a legal right to do so. Some people might regard any municipal attempt to regulate or prohibit off-duty employment as an infringement on a policeman's personal affairs. Cases have been brought to court in an attempt to abrogate municipal regulation and control on the grounds that such municipal controls interfered with personal freedom.

Two New York cases seem to uphold the view that a municipality cannot legally interfere with an employee's off-duty time provided there is no adverse effect upon the employee's efficiency or no conflict of interest arises.<sup>1</sup>

Based upon the few court decisions in other states regarding such matters, however, courts have generally held that regulations and prohibitions upon off-duty employment of policemen are proper. Reasons for ordinance legality are given as insurance that members of a department will be in physical condition at all times to perform their duties if called upon to perform them and that the right to work for the public is a privilege which may be granted on any condition which the public may impose, consistent with the law and public safety. In such decisions it is often stated that a person, when he becomes municipally employed, gives up certain rights which would remain his if he were a citizen not so employed.

In Maine no such case has been brought to the courts.<sup>2</sup>

As shown on Table 32, a majority of departments permit officers to work during their off-duty time. Twelve departments, however, indicated that they did not permit their officers to work at another job.

<sup>1</sup>These cases are *Putkowski v. Corley*, 52 N. Y., 5 (2d) 42, decided in 1944, and *Natilsch v. Hudson*, 35 N. Y. 5 (2d) 537, affirmed 289 N. Y. 844, 47, N. E. (2d) 442 (1943). In the latter case the New York State Court of Appeals held that the absolute prohibition of outside employment exceeded the powers conferred on a department head by the New York City charter.

<sup>2</sup>Based upon consultation with Mr. Richard Sanborn, Attorney to the Maine Municipal Association.

TABLE 32 NUMBER OF DEPARTMENTS PERMITTING OFFICERS TO WORK DURING OFF-DUTY TIME

Population group	Number of municipalities in group*	Off-duty Employment	
		Permitted	Not permitted
1- 2,500	22 (14)	9	5
2,501- 5,000	39 (36)	33	3
5,001-10,000	20 (20)	20	
10,001-15,000	9 (9)	6	3
15,001-20,000	3 (3)	3	
20,001-25,000	3 (3)	3	
25,001-50,000	2 (2)	1	1
50,001 & over	1 (1)	1	
Total	99 (88)	76	12

\*Number in parenthesis indicates number of respondents in class.

An absolute prohibition against outside employment for policemen seems to be of little value for at least three reasons. First, such a prohibition may not be sustained if appealed to the courts. Second, an absolute prohibition would be extremely difficult to enforce. Third, such a prohibition may be arbitrary and unreasonable. Examples of outside work can be cited that do not interfere with a policeman's efficiency and do not involve any conflict of interest.

From a practical standpoint, off-duty employment should be resolved on the question of control under certain stated conditions.

The four major elements for control that should apply are the following:<sup>1</sup>

<sup>1</sup>International City Managers Association, *Municipal Personnel Administration*, op. cit., p. 231.

1. Off-duty employment can affect the policeman's efficiency for several reasons. One of the most important is that the outside job may be excessive in terms of time involved and physical demands made, so that he will be too tired to do good work for the municipality. Another consideration is that the outside job may involve the officer in a number of phone calls and personal time off from his municipal job to take care of his outside work.

2. A public employee must carry on his work with neutrality and objectivity. He should represent the public and not a certain segment of the public. Incompatibility or conflict of interest arises when a policeman is engaged in off-duty inspectional or police work for private employers.

Conflict of interest raises the possibility of unethical and even illegal activities on the part of municipal employees. Of greater importance, however, is that the municipality should not be left open to criticism on the charge of questionable conduct by municipal policemen.

3. Outside employment can be a problem when either of two conditions arise with respect to competing employment. First, is the outside employment of a municipal policeman depriving somebody else of a job. This was a factor during the depression period of the 1930's but may not be applicable today. Second is the conflict of employment with highly organized trade unions.

The latter situation occurred in Denver, Colorado. As a result police and fire officials of the city and union representatives agreed to permit policemen and firemen to continue to work at outside jobs only so long as they did not conflict with jobs held by civilian workers.

If a union complains that a policeman or fireman is keeping a civilian worker from a job the complaint goes to an arbitration board of police, fire and union officials. If the complaint is upheld the officer in question must either resign from the force or quit his off-duty job.

In another city the labor unions are not protesting outside work by city employees partly because there is a labor shortage in the area. In addition the city has three groups of unionized employees among its own work force.

4. The effect of off-duty employment upon the opinion of the general public always must be considered.

Rules and regulations on outside employment of city employees do not lend themselves to general, across-the-board application. Each should be judged individually with respect to the effect upon municipal employment. Some cases are bound to be in question, however.

The legal authority for regulating off-duty employment may vary among municipalities depending upon charter and ordinance requirements. The most viable methods may be to have off-duty employment regulated by ordinance, administrative regulation, or personnel rule. Regulations should leave discretion with city officials to decide each application upon its merits rather than attempting to provide detailed regulations covering all situations.

Attempts to regulate outside employment probably should be limited to policemen who have permanent status under a formal civil service system. In the absence of formal civil service, the regulations should apply to those policemen considered as permanent, full-time members of the municipal force.

Many municipalities may need nothing more than a brief statement of municipal policy. For cities, however, where the problem of off-duty employment is acute, a more detailed checklist may be desirable to serve as a guide to administrators in passing upon each application for off-duty employment. The elements of policy that should be considered for such a checklist are:<sup>1</sup>

1. The off-duty job must not interfere with the officers effectiveness on his municipal job. Consideration should be given to the number of hours worked outside, the location of the off-duty employment, and the nature of the duties.

2. The off-duty work must not leave the employee tired and thus subject to injury upon his regular job with the city.

3. The outside employment must be such that no problem arises as to municipal responsibility for an injury incurred in the outside job.

4. No off-duty work should be approved which places the officer in the position of performing duties or services which he will later check or inspect in his capacity as a policeman.

5. Policemen should not take jobs from other persons in a depressed labor area.

6. The public relations effect of off-duty jobs should be considered with attention given to employment which is acceptable in a given community.

7. No employee should be allowed to take an off-duty job which is full-time.

Only supplementary types of work should be considered. Examples include church work, night school teaching, or refereeing or umpiring at sporting events.

<sup>1</sup>International City Managers Association, Municipal Personnel Administration, op.cit., p. 233.

Some municipalities may find it desirable to formalize the off-duty employment procedures by providing that each employee submit a written application and receive a permit to work. The application should show the name and address of the employer, the hours of work, a description of the duties, and should include a space for approval or disapproval by the chief of police. The application should include a space for certification from the outside employer stating that he knows the applicant is a regular employee of the municipality and specifically of the police department.

Thirty-eight departments indicated there were conditions placed upon off-duty employment. These concerned type of employment. Some indicated officers remain available for emergencies.

TABLE 33 EXTENT OF CONDITIONS PLACED UPON OFFICERS WHO WORK DURING OFF-DUTY TIME

Population group	Number of municipalities in group*		No conditions	Conditions with respect to type of employment	Available for emergencies
1- 2,500	22	(9)	7	2	
2,501- 5,000	39	(32)	17	6	9
5,001-10,000	20	(19)	9	8	.2
10,001-15,000	9	(6)	1	3	2
15,001-20,000	3	(3)	3		
20,001-25,000	3	(3)	1	2	
25,001-50,000	2	(1)	1		
50,001 & over	1	(1)		1	1
Total	99	(74)	36	23	15

\*Number in parenthesis indicates number of respondents in class.

Thirty-six per cent of the departments have no conditions upon outside employment. None of the 74 respondents indicated there were time res-

trictions on off-duty employment.

The work permits should be reviewed and renewed every year from the approved work date. This procedure insures that the officer, the off-duty employer, and the municipality concur that the officer is still working under the terms of the original permit. The police chief, in reviewing the permit for renewal, should assure himself that the officer has a good overall record, has a good attendance record, and has not taken excessive sick leave.

It is apparent that in Maine off-duty employment needs to be given serious attention. Fifty-six departments reported that an average of four worked during off-duty time.

TABLE 34 NUMBER OF OFFICERS WHO WORK AT ANOTHER JOB

Population group	Number of municipalities in group*	Number
1- 2,500	22 (8)	3.3
2,501- 5,000	39 (24)	2
5,001-10,000	20 (14)	3.1
10,001-15,000	9 (4)	7.8
15,001-20,000	3 (3)	5
20,001-25,000	3 (1)	20
25,001-50,000	2 (1)	24
50,001 & over	1 (1)	12
Total Average	99 (56)	3.9

\*Number in parenthesis indicates number of respondents in class.

Fifty-one per cent of the departments indicated that over 50 per cent of their force were engaged in employment off-duty.

TABLE 35 PER CENT OF OFFICERS WHO WORK AT ANOTHER JOB

Population group	Number of municipalities in group*	Per cent
1- 2,500	22 (8)	69
2,501- 5,000	39 (19)	57.4
5,001-10,000	20 (14)	50.3
10,001-15,000	9 (4)	57.5
15,001-20,000	3 (3)	24.3
20,001-25,000	3 (1)	66
25,001-50,000	2 (1)	50
50,001 & over	1 (1)	10
Total Average	99 (51)	54.4

\*Number in parenthesis indicates number of respondents in class.

This represents a sizable portion of any police force.

With relatively few departments having restrictions on employment it seems that the practice of off-duty employment needs careful consideration.

Recommendation No. 5 THAT THE OFF-DUTY EMPLOYMENT OF POLICE OFFICERS BE REGULATED BY ORDINANCE OR ADMINISTRATIVE POLICY.



### Other Municipal Compensations

Other municipal compensations are those monied and/or non-money benefits which serve to supplement direct pay. Those considered in this portion of the chapter are longevity and subsistence pay, clothing allowance, reimbursement for overtime work, and court appearances which are not part of the duty day. These supplements fall into the broad categories of direct wage supplements and expense guarantees.

Though the wage supplements and expense guarantees vary among the municipalities these and other benefits such as insurance and retirement plans serve to substantially increase total pay or its equivalent. One authority maintains that these additions to direct pay amount to an average 20 per cent increase in basic pay.<sup>1</sup>

The payment of salary increments for length of service is a prevalent practice among Maine departments. Nearly all departments have at least a one-step increment in pay to recognize length of service and/or sustained superior performance. Some of the small departments, however, do not provide for longevity pay. As their turnover rates remain high a salary increment plan may serve as an inducement to recruit and retain officers. Step increases, however, should not be automatic for job performance below standard, that is as the standard is dictated by the department and as it is reflected in an individual's performance record.

Recommendation No. 6 THAT DEPARTMENTS PROVIDE FOR  
LONGEVITY PAY RECOGNIZING BOTH LENGTH OF SERVICE  
AND SUSTAINED SUPERIOR PERFORMANCE.

<sup>1</sup>International City Managers Association, Municipal Yearbook, 1955, Chicago, The Association, 1955, p. 141.

A subsistence allowance is that remuneration given for direct food costs to a single person. The advantage of such an allowance is that it is not considered a part of the base pay and is not taxable. It must, however, provide only for direct food costs to be non-taxable. The military services for years have provided such an allowance for certain of its members. As approximately 50 dollars a month could be considered the subsistence rate for a single individual there would be some tax advantage to an officer by providing such a benefit.

There presently are no departments which provide regular subsistence allowances. Some departments, however, may want to consider this form of supplementary pay.

A clothing allowance is that actual clothing purchased for an officer or that amount of money given an officer for the purchase and maintenance of his official dress. Departments may establish several means of providing for uniforms. Those means currently employed in Maine are: (1) a departmentally purchased initial full clothing issue, (2) a departmentally purchased initial partial clothing issue, and (3) an annual cash allowance.

Most police departments provide for an initial departmental purchase of uniforms. Though it is proper to have the new officer equipped with all necessary clothing items it is not essential that the municipality purchase them. The only real advantage to a municipal purchase is that the clothing items may cost less by having the municipality purchase items in quantity.

A complete number of necessary uniform items may be a great initial

expense for any one officer.<sup>1</sup> The initial municipal purchase of all necessary clothing items is considered an appropriate practice.

Seventeen departments provide an annual uniform allowance to their officers. The initial cost of uniforms may be a great expense for an individual to bear.

The best practice is one providing an officer with a complete departmentally purchased initial issue and with annual cash allowances for clothing maintenance and replacement. One hundred dollars per year is considered an adequate maintenance and replacement allowance.

Only five departments do not provide any clothing allowances.

The table below shows the current practices concerning clothing allowances and their distribution among the population groups.

<sup>1</sup>Based upon Maine State Police initial issue costing \$390.

TABLE 36 DEPARTMENTS WHICH PROVIDE CLOTHING ALLOWANCES

Population group	Number of municipalities in group*		Clothing (all)	Clothing (partial)	Clothing (cash yearly)	No clothing allowance
1- 2,500	22	(16)	8	3	2	3
2,501- 5,000	39	(40)	19	10	10	1
5,001-10,000	20	(21)	16	3	1	1
10,001-15,000	9	(10)	6	3	1	
15,001-20,000	3	(3)	2		1	
20,001-25,000	3	(3)	1		2	
25,001-50,000	2	(1)	1			
50,001 & over	1	(1)				
Total	99	(95)	53	20	17	5

\*Number in parenthesis indicates number of respondents in class.

Recommendation No.7 THAT DEPARTMENTS PROVIDE OFFICERS WITH A COMPLETE INITIAL ISSUE OF CLOTHING AND THAT THEREAFTER THEY PROVIDE AN ANNUAL CLOTHING MAINTENANCE AND REPLACEMENT ALLOWANCE.

Overtime is that time spent working beyond the normal working period. The discussion of overtime will include all work performed during other than normal duty hours including that time officers spend in court.

Police managements should study their work projects in order to avoid having their officers work overtime. Overtime may become a source of dissatisfaction unless policies regarding its use are established. This applies particularly in the selection of officers asked to work overtime. There may arise certain exigencies requiring additional personnel to perform specific tasks. When this happens it is necessary to have auxiliary policemen on whom to call in addition to calling regular officers back to duty.

Sixty-six per cent of Maine departments compensate their officers for time worked in addition to the normal duty period. It is equally significant to note, however, that 24 departments are not so compensating their officers.

TABLE 37 COMPENSATION FOR OVERTIME WORK

Population group	Number of municipalities in group*		Officers compensated	Officers not compensated
1- 2,500	22	(16)	7	9
2,501- 5,000	39	(36)	22	14
5,001-10,000	20	(20)	19	1
10,001-15,000	9	(9)	9	
15,001-20,000	3	(3)	3	
20,001-25,000	3	(3)	3	
25,001-50,000	2	(2)	2	
50,001 & over	1	(1)	1	
Total	99	(90)	66	24

\*Number in parenthesis indicates number of respondents in class.

Most of the departments not compensating their officers are those in the smallest municipalities. In such places it is often initially stipulated that officers will be required to work on an as-needed basis without compensation. For many small municipalities, and especially those where there is only one officer, there is no other law enforcement officer on whom to call in the event of an emergency.

Besides general policies and procedures concerning overtime the methods of compensation for such time should be clearly stated. The methods used in Maine are: (1) payment in cash on a straight-time hourly basis (2) premium cash payments of time and one-half (3) compensatory time off, or (4) choice of pay or compensatory time off.

Fifty-nine per cent of the departments pay their officers in cash on a straight-time hourly basis for overtime work.

TABLE 38 TYPES OF COMPENSATION GIVEN FOR OVERTIME WORK

Population group	Number of municipalities in group*		Paid straight time	Time-and-a-half	Given time off	Choice of pay or time off
1- 2,500	22	(7)	5		1	1
2,501- 5,000	39	(22)	22			
5,001-10,000	20	(19)	19			
10,001-15,000	9	(9)	6		1	
15,001-20,000	3	(3)	2	1	1	1
20,001-25,000	3	(3)	3			
25,001-50,000	2	(2)	1		1	
50,001 & over	1	(1)	1			
Total	99	(66)	59	1	4	2

\*Number in parenthesis indicates number of respondents in class.

The practice used by the 59 Maine departments of paying cash on a straight-time hourly basis for time worked in addition to their normal duty hours is considered appropriate for patrolmen. Officers who hold supervisory rank should not be entitled to this compensation.

Recommendation No. 8 THAT DEPARTMENTS PROVIDE COMPENSATION TO NON-SUPERVISORY PERSONNEL WHO WORK DURING OTHER THAN THEIR STIPULATED DUTY HOURS.

Overtime caused by court appearances should be considered as a special aspect of overtime. As so many officers must appear in court so often the time they spend in court must be treated separately.

The State of Maine provides that all off-duty officers appearing as witnesses in District Courts be paid a fee of five dollars.<sup>1</sup>

<sup>1</sup>An Act Relating to Compensation for Certain Municipal Officers to Appear in District Court. Title 4 Section 173, Subsection 4, amended.

This provision does not apply to other courts. However, 59 departments do reimburse officers for the time they spend in other courts.

TABLE 39 INCIDENCE OF REIMBURSEMENT FOR COURT TIME IF TIME IS NOT A PART OF THE REGULAR WORK DAY\*\*

Population group	Number of municipalities in group*		Reimburse	Do not reimburse
1- 2,500	22	(16)	7	9
2,501- 5,000	39	(35)	18	20
5,001-10,000	20	(19)	16	3
10,001-15,000	9	(9)	9	
15,001-20,000	3	(3)	3	
20,001-25,000	3	(3)	3	
25,001-50,000	2	(2)	2	
50,001 & over	1	(1)	1	
Total	99	(91)	59	32

\*Number in parenthesis indicates number of respondents in class.  
 \*\*Does not apply to District Court.

As was the case with overtime, the smaller communities are the ones which do not provide reimbursement for their off-duty officers' court appearances. The number of municipalities which do not provide reimbursement for court time is larger than those which do not provide compensations for other overtime work. A possible reason for this is that court is normally held during the daytime when many of the officers in small municipalities work. If these officers are not working at night, court appearances are considered part of the normal police duty and work day.

The specific method in Maine of reimbursing officers for their off-duty court appearances are: (1) flat rate for each appearance, (2) guaranteed minimum, (3) actual time in court on a straight-time

hourly basis, and (4) compensatory time off. Other methods involved the setting of specific hourly rates paid for actual time in court.

TABLE 40 TYPES OF REIMBURSEMENT FOR COURT TIME\*\*

Population group	Number of municipalities in group*		Flat rate for each court appearance	Guaranteed minimum	Actual time in court	Given time off	Other
1- 2,500	22	(7)	4		2	1	
2,501- 5,000	39	(17)	9		7		1
5,001-10,000	20	(17)	4	2	9		2
10,001-15,000	9	(9)	2	3	3	1	
15,001-20,000	3	(3)	2				
20,001-25,000	3	(3)		1			
25,001-50,000	2	(2)			1	1	1
50,001 & over	1	(1)	1		1	1	
Total	99	(59)	22	6	23	4	4

\*Number in parenthesis indicates number of respondents in class.  
 \*\*Does not apply to District Court..

Recommendation No.9 THAT DEPARTMENTS PROVIDE REIMBURSEMENT TO OFFICERS WHO MUST SPEND OFF-DUTY TIME SERVING AS WITNESSES IN COURT.

#### Holidays, Vacations, and Leaves of Absence

It is standard practice for municipalities to provide time off with pay to its employees for holidays. The number of holidays with pay granted varies from the traditional six holidays -- New Year's, Memorial Day, Fourth of July, Labor Day, Thanksgiving, and Christmas -- to as many as ten.

The granting of holidays to some municipal employees may present some problems but the granting of them to police officers may be

impractical. The administration of holiday leave for the police has special problems. It is often necessary to have many officers working on a holiday. This is particularly true of holidays such as the New Year's, Fourth of July and Labor Day periods. Often, heavy personnel coverage is provided for not just the holiday but for several days within the period of time. During such periods the volume of traffic and/or incidents may be greater. There is also the potential for civil disorder erupting during such periods as these where people are not attending to their regular activities and where there exist parties and other gatherings of people.

It is recognized that the nature of police service would dictate a full-force personnel commitment during such times.

The important point is that policemen must be given compensatory time for the number of holidays they work. The practice varies throughout the country.

Table 41 shows the number of days granted patrolmen for holidays.

TABLE 41 NUMBER OF DAYS GRANTED PATROLMEN FOR HOLIDAYS

Population group	Number of municipalities in group*	Days
1- 2,500	22 (6)	9.3
2,501- 5,000	39 (24)	6.7
5,001-10,000	20 (15)	8.1
10,001-15,000	9 (9)	7.6
15,001-20,000	3 (2)	9
20,001-25,000	3 (3)	8.3
25,001-50,000	2 (2)	6.5
50,001 & over	1 (1)	9
Total	99 (62)	
Average		7.5

\*Number in parenthesis indicates number of respondents in class.

# CONTINUED

## 1 OF 4

Sixty two departments reported an average 7.5 number of days granted for holidays with the range of time granted for holidays being from six to ten days.

Recommendation No. 10 THAT MUNICIPALITIES PROVIDE AS MANY COMPENSATORY DAYS OFF TO POLICEMEN AS ARE GIVEN OTHER MUNICIPAL EMPLOYEES FOR HOLIDAYS.

Annual leave or vacation with pay has been an established benefit for municipal employees. Annual leave is beneficial to employee and employer alike. First, annual leave provides the employee with rest and a change from the job. Second, a liberal annual leave is one of the inducements a municipality can offer a police candidate. It also serves as a retention incentive for senior officers. Third, police officers may perform the duties of other officers who are on leave. This practice may provide them with an opportunity to demonstrate skills other than those they normally use and provide the department with a basis for evaluating the potential of these officers.

Table 42 shows those municipalities providing annual leave or vacation for their officers.

TABLE 42 DEPARTMENTS HAVING ANNUAL LEAVE POLICIES

Population group	Number of municipalities in group*		Leave policies	No leave policies
1- 2,500	22	(16)	11	5
2,501- 5,000	39	(34)	25	9
5,001-10,000	20	(20)	17	3
10,001-15,000	9	(9)	8	1
15,001-20,000	3	(3)	2	1
20,001-25,000	3	(3)	3	
25,001-50,000	2	(2)	2	
50,001 & over	1	(1)	1	
Total	99	(88)	69	19

\*Number in parenthesis indicates number of respondents in class.



Nineteen municipalities in the small population groups do not provide annual leave for officers.

Types and length of annual leave can be computed in a number of ways. Each has its advantages and disadvantages. Annual leave may be expressed in terms of numbers of weeks per year, numbers of work days in a year, or in work days per month. If expressed in calendar days per month no consideration is given to non-work days or holidays falling within the annual leave period.

The wording may be: "Annual leave with pay shall accrue at the rate of one working day for each full calendar month of service." This policy has certain advantages. It states that an officer accumulates annual leave as the year progresses. If he is separated from police service at a certain time his annual leave days which are due can be easily and accurately determined.

After establishing an annual leave and the method by which it is computed other decisions must be made. First, is the length of the annual leave to be in relation to the length of police service? Some municipalities grant extra leave for officers with 10 or more years of service. Second, who shall be given annual leave? Will it be the officers in a probationary or temporary status as well as regular officers? Third, how long must a new officer serve before being eligible for leave? If a leave is for the purpose of providing rest and a change from the job a new officer should be entitled to some leave. Fourth, to what extent may officers accumulate their leave? It is doubtful that any department should allow an officer to accumulate leave exceeding that which would normally accrue in a two year period. To allow officers to

accrue leave indefinitely may make the departmental administration of an annual leave policy very difficult. Fifth, will the annual leave policy state the officer's pay entitlements owing to accrued leave in case of resignation, involuntary termination of service, or death? It is proper that officers or their estates be compensated in such cases for unused leave.

Table 43 shows, by population group, the average number of weeks given annually for leave to those officers having served fewer than ten years.

TABLE 43 ANNUAL LEAVE TIME GRANTED WITH NOT MORE THAN 10 YEARS SERVICE

Population group	Number of municipalities in group*	Average number weeks per year		
		1	2	3
1- 2,500	22 (11)	1	9	1
2,501- 5,000	39 (25)	6	16	3
5,001-10,000	20 (17)	1	14	2
10,001-15,000	9 (8)		8	
15,001-20,000	3 (2)		2	
20,001-25,000	3 (3)		3	
25,001-50,000	2 (2)		2	
50,001 & over	1 (1)		1	
Total	99 (69)	8	55	6

\*Number in parenthesis indicates number of respondents in class.

Two weeks per year is the most common annual leave time granted to those officers with not more than 10 years service. Eight small municipalities granted no more than one week. Only six municipalities granted three weeks.

The municipal administration must establish the leave policy but

the administration of the policy rests with the police chief. In the larger departments regulations are necessary regarding the taking of leave. In the smaller departments a more informal arrangement is perhaps more practical.

Recommendation No 11 THAT MUNICIPALITIES ESTABLISH AN ANNUAL LEAVE POLICY WITH PAY PROVIDING:

(1) THAT POLICE OFFICERS RECEIVE EQUIVALENT LEAVE TO THAT GIVEN OTHER MUNICIPAL EMPLOYEES,

(2) THAT AT LEAST TWO WEEKS ANNUAL LEAVE BE GRANTED FOR REST AND RELAXATION

(3) THAT NO MORE THAN TWO YEARS OF ACCRUED LEAVE BE PERMITTED, AND

(4) THAT PAY ENTITLEMENTS OWING TO ACCRUED LEAVE BE GRANTED TO THOSE OFFICERS WHO FOR ANY REASON LEAVE POLICE SERVICE

A leave of absence is that authorized, long or short term leave which may be granted for the following reasons: (1) military service; (2) formal education; (3) personal grounds and (4) sickness or injury. These leaves of absence may be granted with or without pay and may extend from a few days to several years. It is usually necessary to have formal regulations regarding leaves of absence. Employees should know under what conditions they may qualify for such an absence, whether the absence will be with or without pay, and for how long the absence may be granted.

Table 44 portrays the number of municipalities providing leaves of absence.

TABLE 44 MUNICIPALITIES PROVIDING A LEAVE OF ABSENCE POLICY

Population group	Number of municipalities in group*		Provides for leave of absence	Does not provide for leave of absence
1- 2,500	22	(15)	2	13
2,501- 5,000	39	(33)	2	31
5,001-10,000	20	(20)	5	15
10,001-15,000	9	(8)	2	6
15,001-20,000	3	(3)	1	2
20,001-25,000	3	(3)	2	1
25,001-50,000	2	(2)	2	
50,001 & over	1	(1)	1	
Total	99	(85)	17	68

\*Number in parenthesis indicates number of respondents in class.

Only 17 departments provide such a policy. A majority of smaller municipalities do not provide leaves of absence. There are definite advantages both to the municipality and to the police officer for having such a policy. The individual may have a sense of job security if he realizes that the municipality has provided for certain exigencies. The municipality benefits from such a policy indirectly because of the officer's sense of job security and directly because it may not have to retrain new personnel for the duration of the absence.

Reasons for the granting of leaves of absences among those seventeen responding departments are shown on Table 45.



TABLE 45 REASONS FOR LEAVES OF ABSENCE

Population group	Number of municipalities in group*		Military service	Formal education	Personal business	Other
1- 2,500	22	(2)	1		2	
2,501- 5,000	39	(2)	2			2
5,001-10,000	20	(5)	4	1	2	1
10,001-15,000	9	(2)	2			1
15,001-20,000	3	(1)	1		1	
20,001-25,000	3	(2)	2	1	1	1
25,001-50,000	2	(2)	1			
50,001 & over	1	(1)	1	1		
Total	99	(17)	14	3	6	5

\*Number in parenthesis indicates number of respondents in class.

Military service is the reason most cited for the granting of absences. Personal business and formal education followed, with others citing reasons of sickness and injury.

All are valid reasons for the authorizing of absences and are important to the recruitment and retention of policemen.

A leave of absence for military service may be for short periods of training for reserve personnel or for active military service caused by conscription. Absences for military training may be granted with or without pay. It must be remembered that the officer in a military training status is being paid for his service. Absences granted for long periods caused by conscription should always be without pay, but they should carry re-employment rights at the equivalent grade. Military service should not be considered as accrued service for retirement. For reserve personnel or National Guardsmen frequent local meetings may present a problem. Written policies should be developed for such

activities.

Anyone interested in furthering his knowledge by formal education should be allowed to do so. Absences should be authorized for such purposes. Leave with pay is justified if the department is sponsoring the officers attendance at conferences or short courses. No pay is justified for an officer who wishes to return to school on his own for formal education. In such a case the municipality may grant leave without pay with the understanding that the employee return to his former position upon completion of course work.

Absences are, and should be, granted for personal reasons. These are usually short absences and are requested when an officer does not have sufficient accrued leave or wishes to extend his absence beyond his accrued leave. The personal reasons normally include death and illness in the family. Such reasons could be considered emergency leaves. If they are not granted a serious morale problem may be created.

Reasons of sickness and injury are those for which a leave of absence may be authorized.

Table 46 shows the number of departments providing for annual sick leave.

TABLE 46 DEPARTMENTS PROVIDING ANNUAL SICK LEAVE

Population group	Number of municipalities in group*		Provide sick leave	Do not provide sick leave
1- 2,500	22	(16)	4	12
2,501- 5,000	39	(36)	26	10
5,001-10,000	20	(20)	18	2
10,001-15,000	9	(9)	8	1
15,001-20,000	3	(3)	3	
20,001-25,000	3	(3)	3	
25,001-50,000	2	(2)	2	
50,001 & over	1	(1)	1	
Total	99	(90)	65	25

\*Number in parenthesis indicates number of respondents in class.

Many of the smaller departments do not provide for sick leave but it is just as important for them to provide this benefit as it is for the larger departments to do so.

Table 47 shows that most departments providing sick leave establish a fixed day limit per year for such absences.

TABLE 47 TYPES OF ANNUAL SICK LEAVE PLANS

Population group	Number of municipalities in group*		No limit per year	Day limit per year (computed) in days	Other
1- 2,500	22	(4)		4	
2,501- 5,000	39	(26)	4	21	1
5,001-10,000	20	(18)	1	14	3
10,001-15,000	9	(8)		5	3
15,001-20,000	3	(3)		3	
20,001-25,000	3	(3)		3	
25,001-50,000	2	(1)			1
50,001 & over	1	(1)		1	
Total	99	(64)	5	51	8

\*Number in parenthesis indicates number of respondents in class.

Those departments providing limits per year range from one to twenty-one days. Only five departments have no sick leave limit. Eight departments provide other sick leave arrangements. Most of these provide for a limited number of days per year but allow for a maximum accruable limit. A liberal policy of absences should be established for service incurred sickness and injury where the incapacitation exceeds that normally allowed.

Leaves may be important to the health and welfare of police officers. The provision for them may serve as an inducement in recruiting and retaining qualified personnel.

Recommendation No. 12 THAT MUNICIPALITIES PROVIDE LEAVES OF ABSENCES FOR AT LEAST THE FOLLOWING REASONS: MILITARY SERVICE, FORMAL EDUCATION, PERSONAL GROUNDS AND EMERGENCY, AND SICKNESS AND INJURY.

#### Health and Insurance Plans

In this section of the chapter consideration will be given to life, accident or health, and liability insurance plans.

Owing to the distinctly hazardous nature of police work municipalities must give attention to insuring their officers with life insurance.

Table 48 shows that 52 departments have some kind of life and/or accident/health plan in effect.

TABLE 48 LIFE, ACCIDENT, AND HEALTH INSURANCE PLANS

Population group	Number of municipalities in group*		Plans available	Employee pays all	Costs shared by department and employee
1- 2,500	22	(12)	5	1	4
2,501- 5,000	39	(27)	22	4	18
5,001-10,000	20	(14)	14	4	10
10,001-15,000	9	(7)	6	3	3
15,001-20,000	3	(3)			3
20,001-25,000	3	(3)	2	1	1
25,001-50,000	2	(2)	2	1	1
50,001 & over	1	(1)	1		1
Total	99	(64)	52	14	41

\*Number in parenthesis indicates number of respondents in class.

In 41 departments the maintenance or costs of such plans are shared equally by the officer and the municipality. Fourteen departments require the officers to pay the costs of such plans.

As officers may expect to give their lives in the performance of their duties, a life insurance policy approximately equal to their annual salary could be considered an inducement to recruitment, and to retention.

Recommendation No 13 THAT MUNICIPALITIES PROVIDE POLICE OFFICERS WITH A LIFE INSURANCE PLAN APPROXIMATELY EQUIVALENT TO THEIR ANNUAL SALARY.

Health or accident insurance is one normally providing hospital, surgical, and medical benefits to its insured. As Table 48 showed over 50 per cent of Maine departments provided a plan including health and/or life insurance coverage to its officers. Benefits of the health/accident plan are ordinarily based on per-day expenses up to a maximum amount.

Plans usually cover a prescribed number of days of hospitalization.

Plans are provided by commercial insurance companies and Blue Cross/Blue Shield plans are available to municipalities.

The development of hospital, surgical and medical insurance for municipal employees is a technical matter. A municipality desiring to adopt a plan for its police should consult with insurance specialists. Such experts can provide maximum coverage within the budget limitations of the municipality.

Recommendation No 14 THAT MUNICIPALITIES PROVIDE POLICE OFFICERS A FULL COVERAGE HEALTH/ACCIDENT PLAN FOR HOSPITAL, SURGICAL, AND MEDICAL EXPENSES.

Another much needed insurance plan is that providing liability insurance for false arrest, assault and battery and false imprisonment. Subject to the terms, conditions, and limitations, the insurance covers the insured officer against loss by reason of liability imposed by law. Normal limits of liability usually range from \$5,000 to \$200,000, per officer.<sup>1</sup> Municipalities may insure their officers for a \$200,000 maximum limit with most companies for approximately 25 dollars per officer per year.

There are 29 departments providing such insurance to their officers.

<sup>1</sup> Based upon underwriters limits of liability of the National Police Officers Association of America.

TABLE 49 MUNICIPALITIES PROVIDING LIABILITY INSURANCE FOR FALSE ARREST, ASSAULT AND BATTERY AND FALSE IMPRISONMENT

Population group	Number of municipalities in group*	Providing insurance	Not providing insurance
1- 2,500	22 (15)	5	10
2,501- 5,000	39 (34)	11	23
5,001-10,000	20 (20)	9	11
10,001-15,000	9 (9)	4	5
15,001-20,000	3 (3)		3
20,001-25,000	3 (3)		3
25,001-50,000	2 (2)		2
50,001 & over	1 (1)		1
Total	99 (87)	29	58

\*Number in parenthesis indicates number of respondents in class.

It is significant to note that the departments providing the insurance are the smaller municipalities. A reason many of the large municipalities do not is that they assert that they will provide a defense and monetary award should an officer be found liable for his tortious or negligent acts in a civil suit.

Table 50 points out the types of liability insurance plans in effect.

TABLE 50 TYPES OF LIABILITY INSURANCE PROVIDED

Population group	Number of municipalities in group*	Group plan	Individual policy
1- 2,500	22 (5)	1	4
2,501- 5,000	39 (10)	6	4
5,001-10,000	20 (7)	3	4
10,001-15,000	9 (4)	1	3
15,001-20,000	3 (0)		
20,001-25,000	3 (0)		
25,001-50,000	2 (0)		
50,001 & over	1 (0)		
Total	99 (26)	11	15

\*Number in parenthesis indicates number of respondents in class.

More departments have the individual plan than have the group plan. In the individual plan a policy is made out in each officer's name. There is a certain psychological feeling of security associated with this plan. For this reason it is considered better as it has an individual character to it. Eleven municipalities, however, provide a group plan for all of its officers. Normally, the plan allows a certain limit of coverage to any one officer.

Providing liability insurance to police can serve as a recruitment and retention incentive.

Recommendation No 15 THAT MUNICIPALITIES PROVIDE POLICE OFFICERS WITH INDIVIDUAL LIABILITY INSURANCE POLICIES COVERING THE INSURED AGAINST LOSS BY REASON OF LIABILITY IMPOSED BY LAW BY REASON OF FALSE ARREST, ASSAULT AND BATTERY, AND FALSE IMPRISONMENT.

### Retirement and Retirement Plans

The feeling of security may expel anxieties which can impede the efforts of police officers. A retirement system enables the municipality to maintain standards of proficiency by separating old and/or disabled officers from police service with provisions for their welfare. This is particularly important in a police department where age and disability can impare the police mission. When policemen become old, disabled or die in the performance of their duties the community should have an obligation to provide sufficient funds to administer to their welfare or their dependents' needs. The retirement fund, like social security, can provide for both retirement income and death and disability benefits.

Retirement planning for policemen is a widely accepted personnel practice among the municipal departments.

Table 51 shows the number of municipalities providing retirement plans.

TABLE 51 MUNICIPALITIES PROVIDING POLICE RETIREMENT

Population group	Number of municipalities in group*		Provide for retirement	Do not provide for retirement
1- 2,500	22	(15)	9	6
2,501- 5,000	39	(37)	29	8
5,001-10,000	20	(20)	17	3
10,001-15,000	9	(9)	8	1
15,001-20,000	3	(3)	3	
20,001-25,000	3	(3)	3	
25,001-50,000	2	(2)	2	
50,001 & over	1	(1)	1	
Total	99	(90)	72	18

\*Number in parenthesis indicates number of respondents in class.

In all, 72 departments provide some kind of retirement to their officers. However, it is significant to note that 18 smaller departments do not provide any retirement.

Table 52 shows the number of municipalities providing for survivors' benefits.

TABLE 52 RETIREMENT PLANS WHICH PROVIDE FOR SURVIVORS BENEFITS

Population group	Number of municipalities in group*		Provide benefits	Do not provide benefits
1- 2,500	22	(11)	6	5
2,501- 5,000	39	(22)	14	8
5,001-10,000	20	(17)	14	3
10,001-15,000	9	(8)	6	2
15,001-20,000	3	(2)	1	1
20,001-25,000	3	(3)	2	1
25,001-50,000	2	(2)	2	
50,001 & over	1	(1)	1	
Total	99	(66)	46	20

\*Number in parenthesis indicates number of respondents in class

From this table it is significant to note that one-fifth of the departments do not provide in any way for survivors' benefits. For hazardous employment such benefits are considered proper.

Retirement can provide for (1) savings usually at interest compounded annually which may be matched in some way by the municipality; (2) guaranteed income in case of disability; (3) dependents' benefits in case of death before retirement age; and (4) an opportunity to retire before the maximum retirement age. Another benefit is the transferability of social security among municipalities having such a plan. Obviously, mun-

icipalities providing both a municipal or state retirement plan and social security may provide their officers with very liberal benefits.

From the municipal standpoint a retirement system may be expected to decrease the cost of maintaining the unsuitable officer by retiring him instead of retaining him on salary, to provide for promotional prospects of those within the department, and to attract and retain in police service those who realize the importance of old age, security, and death and disability benefits. As the officer gathers equity in a retirement plan he may also be less inclined to leave a jurisdiction. The municipality, by providing these incentives may retain the experienced officers and exercise its control over them more effectively.

There is no standard type or form of retirement plan. A plan acceptable to one jurisdiction may not be acceptable to another.

Table 53 shows the number and the types of retirement plans in effect.

TABLE 53 TYPES OF RETIREMENT PLANS IN EFFECT

Population group	Number of municipalities in group*	Social security	Municipal retirement	State retirement	Other
1- 2,500	22 (9)	8		3	
2,501- 5,000	39 (29)	25	2	13	2
5,001-10,000	20 (17)	11	1	14	
10,001-15,000	9 (8)	5		6	2
15,001-20,000	3 (3)	3	1	2	
20,001-25,000	3 (3)	1	1	3	
25,001-50,000	2 (2)		1	2	
50,001 & over	1 (1)			1	
Total	99 (72)	53	6	44	4

\*Number in parenthesis indicates number of respondents in class.

Over half the departments have social security and nearly half pro-

vide their employees with the state retirement plan. Only six provide a municipal retirement plan. Others are diverse including individual member option plans.

The most important problems facing the municipality in the formulation of a retirement program result directly from the number of police officers to be covered.<sup>1</sup> Municipalities with fewer than 300 employees should consider joining a state retirement system rather than establish their own.<sup>2</sup>

The statewide retirement plan is a solution to the problem confronting small municipalities. Under this plan local jurisdictions have the plan centrally administered by the state, combining mortality and disability risks and pooling funds for investment purposes.

Municipal governmental employees became eligible for federal social security in 1954. The amendment to the Social Security Act expanded social security coverage on a voluntary basis to municipal employees whether or not they were covered by another system.

The basis for retirement should be prescribed in the retirement plan. The conditions for such retirement are usually the completion of a certain number of years service on the force, the attainment of a certain age or a combination of age and service.

Table 54 shows the number of conditions for retirement in 57 departments.

<sup>1</sup>Municipal Finance Officers Association of the United States and Canada Retirement Plans for Public Employees, Chicago, The Association, 1958, p. 18.

<sup>2</sup>International City Managers Association. Municipal Police Administration, Chicago, The Association, 1961.

TABLE 54 BASIS FOR RETIREMENT

Population group	Number of municipalities in group*		Total years service	Age	Combination of service and age
1- 2,500	22	(7)		6	1
2,501- 5,000	39	(19)	5	6	8
5,001-10,000	20	(15)	4	3	8
10,001-15,000	9	(8)	2		6
15,001-20,000	3	(2)	1		1
20,001-25,000	3	(3)	1		2
25,001-50,000	2	(2)			2
50,001 & over	1	(1)			1
Total	99	(57)	13	15	29

\*Number in parenthesis indicates number of respondents in class.

The largest number of municipalities require some combination of age and service for retirement eligibility. About one-seventh of the departments permit retirement solely on the attainment of a certain age or on the completion of a certain number of years of service.

From the municipal standpoint it is undesirable to permit police officers to retire after a fixed period of service regardless of age. In addition to the larger cost involved, this provision is objectionable because it defeats the purpose of the retirement plan to provide substantial benefits at old age. The retirement benefits should be considered as a provision for old age and not necessarily as a reward for service.

The fixing of an age at which police officers can or must retire is a difficult problem. The time when police officers may become ineffective because of old age may be different from other occupations. Police work normally calls for greater vigor than that required in some other

occupations in public employment. For this reason an early age of retirement may be proper.

Table 55 shows the number of municipalities which have age limits for retirement.

TABLE 55 INCIDENCE OF MANDATORY AND NON-MANDATORY AGES FOR RETIREMENT

Population group	Number of municipalities in group*		No mandatory age limit	Mandatory age limit
1- 2,500	22	(12)	9	3
2,501- 5,000	39	(34)	25	9
5,001-10,000	20	(18)	12	6
10,001-15,000	9	(8)	1	7
15,001-20,000	3	(3)	1	2
20,001-25,000	3	(3)		3
25,001-50,000	2	(2)		2
50,001 & over	1	(1)		1
Total	99	(81)	48	33

\*Number in parenthesis indicates number of respondents in class.

Only 33 departments have a mandatory age limit for retirement.

An acceptable practice in retirement planning is to establish a minimum age at which police officers may retire voluntarily. As the maximum age for retirement is normally an arbitrary age figure a minimum retirement age allows a certain flexibility for the individual.

A compulsory retirement age is a justifiable aid to the municipality in meeting personnel objectives. There may be individuals who would not or could not recognize their deficiencies owing to old age and other factors. A compulsory retirement provision eliminates judgments concerning fitness which necessarily would have to be made without a compulsory retirement provision.

Table 56 indicates the number of municipalities having a minimum and maximum retirement age.

TABLE 56 MINIMUM AND MAXIMUM AGES FOR RETIREMENT

Population group	Number of municipalities in group*		Average minimum	Average maximum
1- 2,500	22	(2)	52.5	65
2,501- 5,000	39	(10)	49.7	63
5,001-10,000	20	(6)	58.7	67
10,001-15,000	9	(5)	48.6	62
15,001-20,000	3	(1)	55	60
20,001-25,000	3	(3)	56.7	61.7
25,001-50,000	2	(1)	55	60
50,001 & over	1	(1)	55	60
Total	99	(29)		
Average			55.1	63.1

\*Number in parenthesis indicates number of respondents in class.

Among 29 departments the range was from a minimum retirement age of 48 to a maximum retirement age of 67.

Extensions beyond a compulsory retirement age may be made for those officers who cannot be replaced easily or who have special talents and abilities. Some plans permit extensions beyond the compulsory retirement age upon request of the employee and/or the municipality.

Small municipalities may have to give careful consideration to providing extensions to compulsory retirement. Their recruitment and retention problems are different from those of the larger municipalities. Their need for experienced and capable officers is as great, too, as they need individuals who bring proficiency to police work.

Police officers should be permitted to retire after completing a

certain number of years of service and after attaining a certain minimum age. It may not be advantageous to the municipality to retire officers before age 55. Additionally, all officers should complete at least 25 years of service to be eligible. They should be required to retire at age 65 unless special permission is given them to continue in office.

The cost of a retirement plan depends upon varying factors such as types of benefits, amount of benefits, and the conditions imposed under the retirement plan for the payment of benefits. Other factors include turnover, mortality, and disability among the group to be covered.

Based upon the experience of a large number of retirement plans in operation for many years certain approximations may be made of the cost of a retirement plan. A plan covering retirement from and after age 60 with full benefits including retirement equal to 1.5 per cent of average salary times the number of years of credited service, some disability and death benefits can be established and maintained at an approximate service cost of 10 to 15 per cent of annual payroll. Such a plan embraces actuarial principles and provides for accumulation of reserves to meet accruing liabilities.<sup>1</sup>

In the non-contributory retirement plan the municipality pays the entire cost of benefits. This may be objectionable. From a psychological viewpoint the plan is unacceptable because the impression is created that officers are receiving benefits without any cost on their part. In times of financial stress or in times when politics may dictate certain personnel policies the municipality may decide to lower benefits. It is,

<sup>1</sup> Municipal Finance Officers Association of the US and Canada, Retirement Plans for Public Employees, Chicago, The Association, p. 12.



therefore, desirable that the cost of a retirement plan be borne by the municipality and the officers in certain agreed upon proportions to insure its successful operation.

In the contributory retirement plan the officers pay all the required costs. This plan may be objectionable. It ignores the position of the municipality as employer. The financial burden may be so large that officers are unable to afford an adequate schedule of benefits. This plan then may defeat the retirement plan altogether.

The joint-contributory plan is considered best. Such a plan recognizes that retirement provisions are beneficial to employee and employer alike. Participation can and should be made compulsory.

Contributions by employees are usually stated in terms of a percentage of salary. The percentage may be uniform for all employees or it may vary with the employee's age. Variations may be made for entrance age. The more time one has to contribute the less he may have to pay regularly to receive the specified benefits.

In Maine 50 departments reported their members contributed five per cent of their salary to the retirement plan. A common method for joint contributions is that providing officers to contribute an equal amount to that which the municipality contributes.

Some Maine municipalities allow pension payments which vary from roughly one-quarter of base pay at retirement age to one-half pay at retirement age.

Table 57 points out the percentage of salary which 36 departments provide their officers who retire at the maximum retirement age.

TABLE 57 PERCENT OF SALARY AT MAXIMUM RETIREMENT AGE

Population group	Number of municipalities in group*		Average percent of salary by group
1- 2,500	22	(3)	24.3
2,501- 5,000	39	(8)	43.5
5,001-10,000	20	(11)	44.4
10,001-15,000	9	(7)	32.6
15,001-20,000	3	(2)	50
20,001-25,000	3	(3)	50
25,001-50,000	2	(1)	50
50,001 & over	1	(1)	50
Total Average	99	(36)	41.3

\*Number in parenthesis indicates number of respondents in class.

Among the 36 departments the average benefit at the maximum retirement age is 41 per cent of salary.

If the municipality also offers social security to its members, the social security benefit may be provided in addition to the retirement plan at the social security retirement age.

Table 58 shows that six municipalities in Maine which provide social security to their members have a way of adjusting a retirement plan for the purpose of coordinating its benefits with the old age and survivors insurance provisions of the Social Security Act.

TABLE 58 MUNICIPALITIES UNDER SOCIAL SECURITY WHICH ALTER ANOTHER RETIREMENT PLAN AT THE SOCIAL SECURITY RETIREMENT AGE

Population group	Number of municipalities in group*		Alter	Do not alter
1- 2,500	22	(10)	2	8
2,501- 5,000	39	(26)	3	23
5,001-10,000	20	(14)		14
10,001-15,000	9	(6)	1	5
15,001-20,000	3	(1)		1
20,001-25,000	3	(1)		1
25,001-50,000	2	(0)		
50,001 & over	1	(0)		
Total	99	(58)	6	52

\*Number in parenthesis indicates number of respondents in class.

It is important to note that 52 departments do not alter any retirement plan they may have when social security benefits are paid to members. Some of these departments also provide a substantial retirement plan.

The offset method is the common means of adjusting a retirement plan among the six departments which do alter its plan at the social security retirement age. This is a method of integration. Under this plan the member has his retirement plan fully or partially reduced to account for the benefits he receives from social security.

Careful consideration must be given to the establishment of a retirement plan. Any plan must necessarily meet individual employer and employee needs.

A method which may work in establishing a retirement plan is to form a committee representing police officers, the municipal administration, and the municipal legislative body. This committee should be authorized

a sufficient budget to consult with an actuary in pension matters and to consult with an attorney for legal advice in drafting the necessary legislation.

Recommendation No 16 THAT THE MUNICIPALITY CONSIDER THE FOLLOWING IN THE ESTABLISHMENT OR REVISION OF A RETIREMENT SYSTEM FOR POLICE OFFICERS:

(1) PROVIDE FOR MUNICIPAL OR STATE RETIREMENT AND SOCIAL SECURITY;

(2) OFFICERS BE PERMITTED TO RETIRE AT THE COMPLETION OF 25 YEARS SERVICE AND COMPELLED TO RETIRE AT AGE 65;

(3) THAT EXTENSIONS BEYOND COMPULSORY RETIREMENT BE MADE ONLY WHERE ABSOLUTELY NECESSARY AND THAT THEY BE MADE ON A YEAR-TO-YEAR BASIS; AND

(4) OFFICERS NOT BE PERMITTED TO RETIRE WITH FEWER THAN TWENTY-FIVE YEARS SERVICE.

## CHAPTER V

## RECRUITMENT, EXAMINATION, PLACEMENT, AND PROBATION

The intent of this chapter is to appraise the recruitment process, the examination and selection of police applicants and their probation in the organized municipal departments.

Hiring policemen might be considered to be a triple-faceted process: recruitment, selection, and placement. This chapter will delineate methods now employed by respondents in this process. From the available data and from comparisons with good personnel practices conclusions will be drawn and recommendations made with a view toward improving the quality of this process.

## Recruitment Problems

There exists the notion in many parts of the United States that police employees are unqualified, unknowledgeable, and underworked. This in fact, may or may not be true; however, it is hardly surprising that a large proportion of the citizenry has had little interest in joining the ranks of a group that is so indicted. A way to alleviate this notion is by personal contact and written or printed materials used for recruitment. These methods may serve as opportunities to tell potential applicants and large numbers of other citizens about the necessary qualifications needed and possibly of the services provided by the municipality.

Table 4, ante, shows that 36 departments are now operating below authorized personnel strength. This represents 36% of all departments

and is a significant figure. Even more important is the fact that the largest municipalities have a higher incidence of operating below authorized strength than do the smallest. As pay and other requirements for selection<sup>1</sup> are not that disparate among the eight population groups, it may be that other factors affect the recruiting effort and account for so many departments operating below authorized strength. To look at this problem historically, it is noticed that 31 departments or 31.6 per cent of those responding usually operate below authorized personnel strength. (See Table 5.) To further emphasize this point an average of 2.3 officers from 36 respondents are needed to bring understrength departments to fully authorized strength. Thus, 84 officers are needed to bring Maine departments up to strength. These 84 officers represent approximately 10% of the authorized police personnel strength. The fact that Maine is operating at 10% below total authorized personnel strength should suggest that recruitment is a problem.

In 1964, 1965, and 1966 there were 2.3 officers among 54 departments leaving police service. Table 59 shows the number of police officers recruited and appointed in the same years.

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<sup>1</sup>See Tables 25, 71, 72, 73, 74, and 65.

TABLE 59 NUMBER OF OFFICERS RECRUITED AND APPOINTED TO POLICE SERVICE

Population group	Number of municipalities in group*	Years	Average number of officers
1- 2,500	22 (10)	1964	1.3
		1965	1.5
		1966	2.1
2,501- 5,000	39 (15)	1964	1
		1965	1.3
		1966	1.7
5,001-10,000	20 (11)	1964	1.9
		1965	2.2
		1966	1.9
10,001-15,000	9 (8)	1964	2.6
		1965	1.8
		1966	2.3
15,001-20,000	3 (2)	1964	1
		1965	2
		1966	3
20,001-25,000	3 (3)	1964	3
		1965	1.5
		1966	3
25,001-50,000	2 (2)	1964	2.5
		1965	3
		1966	3.5
50,001 & over	1 (1)	1964	5
		1965	10
		1966	9
Total	99 (52)	1964	1.8
		1965	1.6
		1966	2.2

\*Number in parenthesis indicates number of respondents in class.

This means that for an average year 20 more officers leave police employment than are recruited. This fact more than any other points out the necessity for a recruitment policy and effort which can overcome this deficiency.

Table 60 shows the number of police officers expected to be recruited through 1975.

TABLE 60 ESTIMATE OF NUMBERS OF POLICE OFFICERS EXPECTED TO BE RECRUITED 1968 - 1975

Population group	Number of municipalities in group*	Averages							
		1968	1969	1970	1971	1972	1973	1974	1975
1- 2,500	22	(6)	1.67	1.25	1.67	2	1.5	3	1
2,501- 5,000	39	(18)	1.83	2.25	2.2	1.27	1.1	1.27	1.33
5,001-10,000	20	(14)	1.83	1.5	1.78	2	2.13	1.88	2.44
10,001-15,000	9	(8)	2.25	2	2.33	2	2.33	2.33	2.5
15,001-20,000	3	(1)	2	1	1	1	1	0	0
20,001-25,000	3	(3)	3.33	5.67	3.5	4	3	2.5	2.5
25,001-50,000	2	(1)	10	6	6	6	6	6	6
50,001 & over	1	(1)	10	10	10	10	10	10	10
Totals	99	(52)	2.25	2.4	2.45	2.1	2.2	2.22	2.24
Averages									2.31

\*Number in parenthesis indicates number of respondents in class.

It appears that the number would average 2.3 officers for 52 agencies. This represents a total annual average of 120 officers which may be expected to be recruited to satisfy authorized manning levels.

If the experience of the years 1964, 1965, and 1966 with respect to turnover, recruitment, and selection are correct and serve in any way to show that more officers are leaving police service than are recruited, the state may be in serious trouble. One way to alleviate this problem very easily is to lower standards. Among 57 respondents an average of 6.9 applicants were examined for the position of patrolman, while among 53 respondents, an average of 2.9 of the applicants successfully passed the required examinations and appeared upon an eligible list. Certainly there appear to be sufficient numbers of people interested in police employment. Among the eight population groups there is no great disparity between the numbers of men examined and those who passed the examinations and appeared upon eligible lists for appointment. The problem then is statewide and not focused on any particular population group. It appears then that police employment does appeal to some persons but that the recruitment effort is not extensive enough to appeal to the persons who could be eligible. Whether the problem is one of method or goes beyond and concerns the real attractiveness of the position would again be difficult to assess. This chapter will, at least, attempt to point out how in method an appeal can be made to larger groups of people.

Simply citing statistics does not point out the magnitude of the problem. It may be difficult to show why departments are unable to find

sufficient numbers of people for police selection. One factor may be pay. The mean entrance pay for patrolmen is approximately \$4500 and for various categories of Maine workers the mean pay is \$5504.

Speculation on possible recruitment problems might include low prestige, though this would be difficult to assess accurately; poor recruitment methods; stringent residency requirements; restrictive age factors; long working hours; and possible abuse of probationary appointments.

#### Recruitment Methods

Recruitment method means a planned search for qualified applicants. It is apparent from the foregoing that the means which have been employed in the past to seek qualified applicants are not sufficient. The police departments themselves may not be able to provide those things which might make a law enforcement career more attractive but they can concentrate on a vigorous forward looking and comprehensive search for qualified applicants.

There is one very basic requirement which departments, if they have not already done so might adopt; that is, continuous recruiting. Interested individuals may thus apply at any time. The names of those qualifying would be entered on an employment list from which appointments are made. It is realized that the smallest municipalities may not find this approach practical or desirable; however, the average number of men to be recruited annually in the next 8 years in 52 departments is from 1 to 10 men per department.

This recruiting effort should not be restricted by the methods of

announcement. Many means of announcement may be desirable. Table 61 shows methods now employed by police departments in their attempt to recruit officers. Local newspapers were most used in recruiting officers. Personal contact with other people was next. Obviously, if the municipality has a restrictive residency requirement then many of the other means may not be appropriate. However, there are 37 departments which do not have a residency requirement (See Table 14). Importantly 75 departments do not have a pre-employment residence requirement (See Table 13). This means that an overwhelming majority of the departments could seek applicants outside their own jurisdiction.

Recommendation No. 17 THAT MUNICIPALITIES SEEK CANDIDATES FROM A WIDE GEOGRAPHICAL BASE AND NOT RESTRICT EFFORTS TO THEIR OWN JURISDICTION.

Every effort then should be made to achieve the elimination of such restrictive provisions because they deprive the municipality of the services of competent officers and constitute an obstacle to eventual professionalism. By the same token, care should be taken not to go farther in the search than is necessary. Candidates may be unwilling to incur sizable expenses for traveling for interviews and for moving.

To elaborate on many of the various forms of recruiting announcements is unnecessary. There are a few, however, which will be discussed. Seventy-four departments use local newspapers as a means of announcement. Both classified ads in the "Help Wanted" section and display ads are useful. Probably the most eye catching and appropriate is the display ad. (See Figure 2.)

TABLE 61 METHODS USED TO RECRUIT POLICE OFFICERS

Population group	Number of municipalities in group*	Local newspapers	Professional journal	Television commercials	Distribution of brochures	Career days at local high schools	Employment agencies	Newsletters	Recruiting posters	Billboards	Radio ads	Trade papers	Word-of-mouth to others	Others
1-2,500	22 (22)	11					1				2		9	
2,501-5,000	39 (39)	29					6		1		2		24	
5,001-10,000	20 (20)	17				2	1				1		13	
10,001-15,000	9 (9)	9				1	2				3		6	
15,001-20,000	3 (3)	2					1						2	1
20,001-25,000	3 (3)	3											2	
25,001-50,000	2 (2)	2											2	
50,001 & over	1 (1)	1		1		1	1				1		1	
Totals	99 (99)	74	0	1	0	4	12	0	1	0	9	0	59	1

\*Number in parenthesis indicates number of respondents in class.

WANTED  
FULL TIME POLICE OFFICERS  
TOWN OF RUMFORD

An examination for full time police officers will be held in the near future. Applications may be obtained at Rumford Police Headquarters and returned by 6 PM Jan. 2, 1968.

**BENEFITS:** 42 hour week. Starting salary \$95.00 per week with increase to \$101.00 per week within one year. Retirement at half pay after 25 years of service at age 55. 8 paid holidays, yearly longevity increase. 33 days accumulative sick leave. \$125 per year uniform allowance. Paid hospitalization insurance. Two weeks vacation after 1 year's service increased to 4 weeks after 20 yrs. service.

**REQUIREMENTS:** High School Graduate or equivalent. Age 21-30. Height 5 ft. 8 in. minimum. Weight 160 lbs. minimum. Must be physically fit, U.S. Citizen with no criminal record.

Figure 2 Police Want Ad  
Appeared in Lewiston Daily Sun, December 27, 1967.

Personal contact or word-of-mouth to others concerning openings is an excellent means of announcement, but unfortunately its effect is extremely limited. It does not provide for the wide dissemination that is needed. In addition to these two forms the others most widely used by Maine departments are employment agencies, radio ads, and career days at local high schools. Career days at local high schools will probably have little direct effect as the minimum age for applying in 54 departments is 21.2 years. (See Table 66.) However, in 32 departments there is no age requirement. Only one department uses a recruiting poster. This may be an excellent form of announcement. On a single piece of paper it may show the municipality, qualifications, working conditions, pay and other entitlements and how to apply. Such announcements should be placed simply where they will be seen by qualified individuals who may be interested in applying. The department could send the announcements to such places as post offices, libraries, chambers of commerce, educational institutions, YMCA's, national guard or reserve armories, legion halls, athletic and sports clubs, and community centers, and ask that these posters be displayed on their bulletin boards. An example of such a poster is the one used by the City of Berkeley, California. (See Figure 3.)

The use of stated minimum qualifications in the official announcement has the advantage that many people who obviously do not meet them will not submit applications. Thus, they screen themselves without the recruiting agency having to do it.

The frequency of recruiting is an important consideration in the total effort. Table 62 shows the frequency of recruiting efforts in the departments.

## THE CITY OF BERKELEY Berkeley, California

announces continuous open competitive examinations for

# BERKELEY POLICE DEPARTMENT

PATROLMAN \$517-570  
PATROLMAN-CLERK \$530-584

Qualified and ambitious young men are invited to apply for positions offering an opportunity for a life-time career in an outstanding police department. Recruits receive excellent training in all phases of police work, including beat patrol, criminal investigation, records, traffic and related activities. Working conditions are excellent and include paid vacations, sick leave, membership in a retirement system, and promotion from the ranks through examinations.

PATROLMAN duties include beat and traffic patrol, investigation of crimes and offenses, performance of a wide variety of emergency services, and crime prevention activity.

PATROLMAN-CLERK duties include work in records, identification, dispatching activities, jail supervision, and emergency operation of ambulance and patrol vehicles.

**HOW TO QUALIFY:** File an application with the Personnel Department if you meet the following requirements:

- Are between the ages of 20 and 29 by the final date of filing application
  - Have successfully completed the equivalent of 2 years (60 semester hours or 90 quarter hours) in an accredited college or university
  - Have a valid Motor Vehicle Operator's License and a good driving record
  - Are at least 5'9" in height, without shoes, and have proportionate weight
  - Are in good general health and physical condition, including uncorrected vision of at least 20/40 in both eyes correctable to 20/20; good color vision
  - Have a personal history above reproach
  - Patrolman-Clerks must also be able to type at least 35 net words per minute
- QUALIFIED CANDIDATES MAY FILE FOR BOTH POSITIONS

Candidates must earn a score of 70% or better on each part of the examination, which consists of:

Mental aptitude test	-----	Qualifying
Physical agility test	-----	Qualifying
Written test	-----	60%
Personal interview	-----	40%

**SUCCESSFUL CANDIDATES** who earn a final grade of 70% or better will have their names entered on an open-continuous employment list from which appointments are made. Persons selected for appointment must pass a medical examination by a City physician prior to appointment. A loyalty oath is administered, and a background investigation completed before appointment. No candidate will be appointed until he has reached his 21st birthday, and no candidate will be appointed who has reached his 30th birthday.

APPLICATIONS MAY BE OBTAINED BY WRITING THE PERSONNEL DEPARTMENT, CITY HALL, IN BERKELEY, OR BY CALLING THORNWALL 1-0200 IN BERKELEY  
BERKELEY RESIDENCE IS NOT REQUIRED TO QUALIFY FOR THIS POSITION  
UNITED STATES CITIZENSHIP IS REQUIRED TO QUALIFY FOR THIS POSITION

10-20-60

Figure 3—Examination Announcement

Source: City of Berkeley, California, Police Department Examination Announcement, as shown in International City Managers Association, *Municipal Police Administration op. cit.*, p. 135.

TABLE 62 FREQUENCY WITH WHICH DEPARTMENTS CONDUCT FORMAL RECRUITING

Population group	Number of municipalities in group*	Continuously	Annually	As vacancies occur
1- 2,500	22 (12)	1		11
2,501- 5,000	39 (32)	1	1	30
5,001-10,000	20 (19)	1		18
10,001-15,000	9 (9)			9
15,001-20,000	3 (3)			3
20,001-25,000	3 (3)			3
25,001-50,000	2 (2)	2		
50,001 & over	1 (1)		1	
Totals	99 (81)	5	2	74

\*Number in parenthesis indicates number of respondents in class.

Only five municipalities conduct recruiting continuously with 3 out of 5 of these municipalities representing the lowest population groups where continuous recruiting may not be practical; unless, of course, the turnover is so excessive that such a practice is warranted.

Recommendation No. 18 THAT WHERE PRACTICABLE MUNICIPALITIES ANNUALLY RECRUITING MORE THAN FOUR PERSONS ADOPT A CONTINUOUS RECRUITING EFFORT WHERE INTERESTED PERSONS MAY APPLY, BE TESTED, AND THEIR NAMES ENTERED ON AN EMPLOYMENT LIST FROM WHICH APPOINTMENTS MAY BE MADE.

Table 62 shows that 75 per cent of the departments recruit only as vacancies occur. For many municipalities it could be considered unwise to recruit continuously as many individuals seeking police employment would find that they could not be employed at a point in time which would benefit them and would therefore seek other employment. One way to correct this



problem is to have the state training coordinator -- a function discussed in Chapter VI -- perform a central police recruiting mission. Municipalities could look to the coordinator for applicants. The coordinator would solicit applications from a wide geographical range using employment agencies, television, local newspapers, radio, newsletters, posters, and as many other forms as appropriate or necessary. Such recruiting done continuously could provide a ready and available pool of qualified candidates. Such a proposal would not necessarily supersede or interfere with any independent municipal effort. It would, however, serve as a supplement to existing municipal recruiting efforts and aid those departments having the most difficulty in getting qualified applicants. The coordinator with the approval of the Council (these terms and their functions are described in Chapter VI) could adopt preliminary and final application forms such as the ones shown in Appendixes E and F.

In any event the application blanks must be appropriate. There can be no standard format, but including some of the material from the outline as shown in Appendix G may be helpful.<sup>1</sup>

At the conclusion of the application there should appear a final paragraph, somewhat as follows:

I understand that any false statements made on this application will prevent my employment or will be cause for immediate discharge if hired. I hereby authorize my former employers to furnish their records of my service, my reason for leaving their employ, together with all information they may have concerning me whether on record or not. I also release them and their company from any liability for any damage whatsoever for issuing same.

<sup>1</sup> Taken from an outline by A. C. Germann, Police Personnel Management, op. cit., pp. 39-44.

The applicant should then sign the completed form. Questions in the application should not ask for opinions. After candidates have completed the necessary examinations their names could then be entered on an employment list from which municipalities could choose those applicants meeting their particular requirements.

Recommendation No. 19 THAT THE MAINE LAW ENFORCEMENT TRAINING COUNCIL CONDUCT CONTINUOUS RECRUITING OF INDIVIDUALS FOR POLICE SERVICE AND THAT THE NAMES AND CREDENTIALS OF QUALIFYING CANDIDATES BE MADE AVAILABLE TO DEPARTMENTS.

Joint recruitment efforts among communities is another possibility.

Table 63 shows municipal participation in such joint endeavors.

TABLE 63 MUNICIPALITIES PARTICIPATION IN A JOINT RECRUITMENT PROGRAM

Population group	Number of municipalities in group*		Participation	Non-participation
1- 2,500	22	(14)		14
2,501- 5,000	39	(34)	3	31
5,001-10,000	20	(20)		20
10,001-15,000	9	(9)	1	8
15,001-20,000	3	(3)	1	2
20,001-25,000	3	(3)		3
25,001-50,000	2	(2)		2
50,001 & over	1	(1)		1
Totals	99	(86)	5	81

\*Number in parenthesis indicates number of respondents in class.

Five municipalities have participated. It is significant to note also that of these five, three are small communities. It is in the small municipalities where a joint recruitment program or central recruitment program

will be of greater benefit. These small municipalities do not have the funds or the personnel to take the necessary time to process the quantity of correspondence that a single effort would demand. It would seem that a joint recruitment program for the small municipalities coupled with a central recruitment program could adequately meet the demand caused by personnel turnover.

It is interesting to note that only 22 municipalities conducted their recruiting on a statewide or regional basis. Table 64 portrays the recruitment effort on a geographical basis.

TABLE 64 GEOGRAPHICAL AREA COVERED BY THE RECRUITMENT EFFORT

Population group	Number of municipalities in group*		Municipality only	Immediate locale	Entire state	Regional	Nation-wide
1- 2,500	22	(12)	2	8	2		
2,501- 5,000	39	(33)	7	17	7	2	
5,001-10,000	20	(19)	4	9	4	2	
10,001-15,000	9	(9)	2	5	1	1	
15,001-20,000	3	(3)	3				
20,001-25,000	3	(3)		2	1		
25,001-50,000	2	(2)		1		1	
50,001 & over	1	(1)				1	
Totals	99	(82)	18	42	16	6	0

\*Number in parenthesis indicates number of respondents in class.

Sixty departments confined their recruiting to their municipality or immediate vicinity. Taken as a whole the population groups are not that disparate in their recruiting practices. In this evaluation it must be

remembered that 7 municipalities have pre-employment residence requirements (See Table 13). If municipalities are going to recruit on their own a wide geographical area effort will no doubt yield a greater response.

Recommendation No. 20 THAT DEPARTMENTS RECRUIT ON A STATEWIDE BASIS USING A FORM OF ANNOUNCEMENT LIKELY TO YIELD A SIGNIFICANT RESPONSE.

Departments sometimes offer inducements for the recruiting effort of its force. Only seven departments provide incentives to policemen who recruit applicants on their own. It is doubtful that such incentives need be given. A stronger effort by the police administrator would probably be a better approach. Only in two departments was extra leave time granted to officers who recruited a candidate. Each of the other five departments provided a different form of incentive.

As less than 1 percent of the population is non-white and only 3 tenths of 1 percent was negro in 1960 it is to be expected that no department exercised any special effort to recruit minority group applicants.<sup>1</sup>

Before any attempt is made to recruit a careful assessment must be made of the desired end result. The needs of large departments are different from those of small departments. In fact, the smallest municipalities have only one officer. He should be a different type of person from that which the largest municipalities recruit. As he may be the only officer he should have a thorough knowledge of police work before

<sup>1</sup>US Department of Commerce, Bureau of Census, Statistical Abstract of the United States, 1966, p. 47.

he is selected or appointed. In this case the recruiting for such a person may be different from that used by the large departments. A central agency such as the Maine Law Enforcement Training Council would serve the smallest municipalities very well. Such an agency could be a repository for the credentials of persons employed in state and federal police agencies who contemplate retirement and may wish to seek a position in a local department.

#### Characteristics to be Measured

The characteristics and qualifications which police officers should possess must be given some notice. Obviously anyone doing any hiring has some objective criteria upon which to base his decision to hire an individual. Though no attempt will be made here to portray the various criteria upon which a basis is made for hiring Maine municipal policemen it must be realized that these criteria are many and varied. That a department have some criteria upon which to base its decision to select is or should be recognized as important. Areas in which requirements are commonly established and some of the current generally accepted minimum standards for each will be noted.

United states citizenship is universally required, but it need not be by birth.<sup>1</sup>

Education equivalent to completion of the twelfth school grade is now generally required throughout the United States.<sup>2</sup> That statement was made in 1958. Maine 10 years later does not meet that requirement.

Relatively few departments require the candidate to have completed the

<sup>1</sup>Robert W. Coppack and Barbara Braltin Coppack, "How to Recruit and Select Policemen and Firemen," Public Personnel Association Personnel Report No. 581, The Association, Jan., 1958, p. 5.

<sup>2</sup>Ibid., p. 5.

twelfth school grade or its equivalent. Three departments only require completion of the tenth grade for their selection criteria. The average school grade requirement is 11.5 years. It can and should be argued that this is inadequate.

Coupled with this basic inadequacy is the extent to which departments will waive school grade requirements. Table 65 indicates the number of departments in which educational requirements may be waived.

TABLE 65 EXTENT TO WHICH EDUCATIONAL REQUIREMENTS MAY BE WAIVED

Population group	Number of municipalities in group*		May be waived	May not be waived
1- 2,500	22	(11)	9	2
2,501- 5,000	39	(30)	25	5
5,001-10,000	20	(17)	16	1
10,001-15,000	9	(8)	7	1
15,001-20,000	3	(3)	2	1
20,001-25,000	3	(3)	3	
25,001-50,000	2	(1)	1	
50,001 & over	1	(1)	1	
Totals	99	(74)	64	10

\*Number in parenthesis indicates number of respondents in class.

Of 74 respondents, 64 or 86 per cent indicated they would waive educational requirements. The degree of intelligence associated with the completion of the twelfth grade is considered necessary in order for one to do an acceptable job. The requirement of education equivalent to completion of the twelfth grade has another advantage. It means that the basic training of recruits can be directed to a level and can require knowledge of the subjects commonly taught in high school.

A minimum age of 21, 22, or 23 and a maximum age of 29, 30, or 31 are standard requirements for employment.<sup>1</sup> The age limits are considered necessary to get candidates who are relatively mature and physically capable of meeting the requirements normally associated with police service. Table 66 shows age requirements for application and appointment in Maine.

TABLE 66 AGE REQUIREMENTS FOR POLICE EMPLOYMENT

Population group	Number of municipalities in group*		Age requirement	No age requirement	No. of municipalities reporting	Minimum age for appointment	Maximum age for appointment
1- 2,500	22	(10)	1	9	6	21	35
2,501- 5,000	39	(34)	17	17	18	21.5	37.2
5,001-10,000	20	(20)	13	7	12	21.1	38.2
10,001-15,000	9	(9)	9		9	21	35.6
15,001-20,000	3	(3)	3		3	21.3	37.5
20,001-25,000	3	(3)	3		3	21	36.3
25,001-50,000	2	(2)	2		2	21.5	31
50,001 & over	1	(1)	1		1	23	29
Total	99	(85)	53	32	54		
Average						21.2	36.3

\*Number in parenthesis indicates number of respondents in class.

In Maine the minimum employment age is 21.2 years among 54 departments while 36.3 years is the maximum age for appointment. Thirty-two departments in Maine have no age requirements as a condition of employment.

In 47 departments candidates must present written proof of their age. Good personnel practices dictate the presentation of proof of a

<sup>1</sup>Ibid., p. 5.

candidate's age if in fact there are age limits. It appears that a few departments which have an age requirement do not require written proof.

TABLE 67 INCIDENCE OF DEPARTMENTS REQUIRING WRITTEN PROOF OF AGE

Population group	Number of municipalities in group*		Proof required	Proof unnecessary
1- 2,500	22	(11)	5	6
2,501- 5,000	39	(34)	17	17
5,001-10,000	20	(18)	10	8
10,001-15,000	9	(9)	9	
15,001-20,000	3	(3)	2	1
20,001-25,000	3	(3)	2	1
25,001-50,000	2	(2)	2	
50,001 & over	1	(1)	1	
Total	99	(77)	47	30

\*Number in parenthesis indicates number of respondents in class.

The minimum age standard of 21 years may restrict recruitment. Potential police applicants graduating from high school at 18 find it necessary to obtain other careers which may take them away from their original interest in law enforcement. Certainly, chronological age has something to do with emotional maturity but background checks, interviews, psychiatric evaluations and psychological tests should be able to establish emotional maturity as well as a chronological age does. In this regard Dr. Germann, a noted police expert writes:

It would seem logical that educational requirements and minimum age requirements be geared together. Thus, if a high school minimum educational level is set the age minimum might well be placed at seventeen or eighteen years and the use of "cadet" or "aide" programs expanded. If a junior college education level is set, the minimum entrance

age might be placed at nineteen or twenty; then if a college or university degree is required the minimum age set at twenty-one or twenty-two.<sup>1</sup>

What Dr. Germann says may be appropriate for Maine departments especially in view of the difficulty that departments are having in their recruitment. A way to get good candidates is to lower the qualifying age to 18 and then recruit at Maine high schools requiring candidates to complete their high school education.

Presently Title 30, Maine Revised Statutes Annotated, Section 2060 (3) provides that any one holding municipal office shall be at least twenty-one years of age. The statute, however, is not definite concerning the types of municipal office to which it refers.

Recommendation No 21 THAT THE LEGISLATURE  
AUTHORIZE MUNICIPALITIES TO APPOINT MUNICIPAL POLICE  
OFFICERS AT THE AGE OF EIGHTEEN.

As with minimum qualifying ages maximum age limits are usually determined by personnel agencies and for recruits range from 31 to 39 years of age.<sup>2</sup> A justification for upper limits can be made. The sickness risk of older persons is higher and it is also argued that persons who wish to change jobs after age 35 may be employment risks because of their interest in changing jobs.<sup>3</sup> There may be many deserving applicants who are older and who may be appropriate for selection.

<sup>1</sup>A. C. Germann, op. cit., p. 51.

<sup>2</sup>Richard Blum, Police Selection, Springfield Thomas 1964, p. 52.

<sup>3</sup>Ibid., p. 53; A.C. Germann, op. cit., p. 16.

In this regard it is interesting to note that in 11 municipalities the maximum age for appointment for veterans is extended.

TABLE 68 NUMBER OF DEPARTMENTS IN WHICH VETERANS ARE GRANTED EXTENSIONS OF AGE LIMITATIONS

Population group	Number of municipalities in group*		Extended	Not extended
1- 2,500	22	(11)	2	9
2,501- 5,000	39	(17)	3	14
5,001-10,000	20	(16)	2	14
10,001-15,000	9	(11)	2	9
15,001-20,000	3	(3)	1	2
20,001-25,000	3	(3)		3
25,001-50,000	2	(2)	1	1
50,001 & over	1	(1)		1
Total	99	(64)	11	53

\*Number in parenthesis indicates number of respondents in class.

The following table shows that in nine municipalities the maximum age for appointment of veterans is 42 years; however, two municipalities in the smallest population group average 50 years for appointment of veterans.

TABLE 69 MAXIMUM AGE FOR APPOINTMENT OF VETERANS

Population group	Number of municipalities in group*		Average maximum age for appointment
1- 2,500	22	(2)	50
2,501- 5,000	39	(2)	45
5,001-10,000	20	(2)	40
10,001-15,000	9	(2)	40
15,001-20,000	3	(0)	
20,001-25,000	3	(0)	
25,001-50,000	2	(1)	30
50,001 & over	1	(0)	
Total	99	(9)	
Average			42.2

\*Number in parenthesis indicates number of respondents in class.

It is recognized that older people may perform well. Serious consideration ought to be given to extending the maximum age for older persons in municipal, state, and federal police fields who may for various reasons be seeking municipal police employment. There is no reason to assume that only veterans should have such preference.

Veterans, however, are actually given selection preference in 21 jurisdictions.

TABLE 70 NUMBER OF DEPARTMENTS IN WHICH VETERANS RECEIVE SELECTION PREFERENCE

Population group	Number of municipalities in group*	Given preference	Given no preference
1- 2,500	22 (13)		13
2,501- 5,000	39 (34)	14	20
5,001-10,000	20 (20)	2	18
10,001-15,000	9 (9)	3	6
15,001-20,000	3 (3)	1	2
20,001-25,000	3 (3)		3
25,001-50,000	2 (2)		2
50,001 & over	1 (1)	1	
Total	99 (85)	21	64

\*Number in parenthesis indicates number of respondents in class.

Of particular interest is the high number of persons given such preference among the smaller municipalities. A reason offered for such an incidence is that in smaller communities leaves of absence could not be given for military service. Another reason may be that in a smaller municipality it may be felt that anyone having successfully served as a member of the Armed Forces ought to possess the necessary mental and physical characteristics to perform the police task.

Table 71 points out the agencies which establish entrance requirements for police selection. It is not surprising that the local governing body establishes the criteria in smaller communities. In some instances criteria are jointly determined by two or more agencies, i. e., both the police department and the local governing body.

TABLE 71 AGENCIES ESTABLISHING ENTRANCE REQUIREMENTS FOR POLICE

Population group	Number of municipalities in group*	Police department	Civil service agency	Supervisory police commission	Local governing body
1- 2,500	22 (15)	8			7
2,501- 5,000	39 (39)	14	2	1	26
5,001-10,000	20 (20)	12			10
10,001-15,000	9 (9)	5	3	2	1
15,001-20,000	3 (3)	2			1
20,001-25,000	3 (3)	1	3	1	
25,001-50,000	2 (2)	2	1		1
50,001 & over	1 (1)		1		
Total	99 (92)	44	10	4	46

\*Number in parenthesis indicates number of respondents in class.

The primary resource of a police department is its personnel and most of its assets and liabilities could be considered related to membership and not material.

It is vital to the future of the police service that a policy be adopted. The recruit will at some point in time no doubt become the chief. The question must be asked whether current philosophy regarding recruitment and selection is going to provide personnel who are well equipped to face the challenges which the next two decades will bring. This is an appropriate question as most chiefs are promoted within the department. Our complex social setting now demands police competence.

The mixtures of cultures, skills, education, and status perhaps now more than before offer opportunities for conflict. Those charged with the responsibility for the maintenance of peace and order must be of high calibre to handle these factors.

Some time ago a person with a high school diploma was in a special status and could command better than average employment opportunities. The high school graduate was then in demand. This may not be the case any longer. Business and industry and public employers recognize the need to improve employment standards in order to compete and provide quality services. The law enforcement officer must have an educational achievement record at least equal to those with whom he will be in contact. An officer of the law who is in a position to advise and assist the citizen who is in difficulty must at least possess that level of intelligence and knowledge necessary to perform this function. If the police are not in fact knowledgeable or appear to be, confidence in police services will quickly erode and possible disrespect will ensue. The education level of the average citizen is rising; certainly the police must have the equivalent of a high school education.

Ours is a society governed by law. Laws and ordinances are continually being enacted as are decisions being rendered by various courts of law. Owing to the multiplicity of enactments and their interpretation, policemen have become confused. The policeman is often called upon to act quickly. He must be technically proficient and to so be he must know how to act legally. It is difficult to understand how he can act effectively if he does not possess those qualifications which are at least equivalent to those of the average citizen.

The variety and detail of functions associated with police service have required new dimensions. Each change or each new function may require new specialization. It is necessary to select persons with a good general education who can understand the complexities associated with new and expanding functions. This cannot be accomplished unless police service attracts and holds persons of above average ability.

The generalization can be made that the prime element in police service is personnel. Municipalities must take the important step of adopting minimum standards for recruitment.

#### Evaluation of Intelligence, Education, and Experience by Testing

The development and administration of examinations is a technical matter and requires special capabilities. It is important for administrators and candidates to understand the purposes of various types of tests and the principles and reasons governing their use and evaluation. In this section only those tests designed to measure intelligence, education, and experience will be discussed. Later in the chapter consideration will be given to interviews, physical proficiency tests, medical and psychiatric examinations, and personal or character investigations.

The written examination represents one of the means by which applicants may be evaluated. The written examination is easier and cheaper to administer than the oral or performance test and lends itself to an administration to many people at one time. It should meet two objectives: first to determine which applicants meet minimum standards; and second, to determine from among the candidates meeting the minimum



standards which ones are most qualified.

Both the subjective and objective type of test may be used. In the subjective test the candidate answers the questions in essay form, drawing upon his general education and experience. The questions are relatively easy to construct but the answers are rather difficult to grade and score. Obviously, the candidate with some literary ability has an advantage in this type of test. The objective test usually consists of short answer, true and false, and multiple-choice questions. This type of test is quickly scored but may be unreliable. By chance alone the candidate has an equal opportunity to select the correct answer. Some test administrators may attempt to discourage a guess answer by scoring examinations in such a way that the incorrect answers are subtracted from the correct answers. Works have been written on this subject of examinations and test standards. It is not the purpose of this portion of the chapter to discuss at length the types of possible tests and their administration. It is the purpose of this portion of the chapter to appraise types of tests and some of the basic standards which should be considered in testing and evaluation. Three considerations upon which standards should be based are validity, reliability, and objectivity.

A test is valid if it measures the characteristics supposed to be measured. The relation between test results and job performance may be expressed as a correlation co-efficient. There are two ways to check validity and prepare a correlation. One is to give the test to employees whose abilities have been appraised. If the more efficient make high scores and the less efficient lower scores, the test has validity.

Another method is to compare an employee's performance after he has been on the job for awhile with the grade he made on the test. Measuring performance, however, is a difficult job and credence has to be given to the appraisals of supervisors.

A test is reliable if it consistently produces the same results with the same test and under the same conditions. In a test the subject matter must be covered sufficiently to provide a basis for an appraisal of the candidates knowledge and ability.

A test may be considered objective if personal factors affecting scoring are non-existent. To do this code numbers may be devised without the applicant's name appearing on the examination. Obviously the anonymity of the code number should also be protected.

If these principles are applied the test should discriminate and show some disparity in distribution of scores. If all candidates place high on the test or if they all fail, the test does not discriminate and may not serve its end which is to place the candidates in an order of high scores to low scores.

Written tests are administered to police applicants in some municipalities. Table 72 indicates the number of departments using written tests in Maine.



TABLE 72 NUMBER OF DEPARTMENTS IN WHICH WRITTEN TESTS ARE ADMINISTERED TO APPLICANTS

Population group	Number of municipalities in group*		Test administered	Test not administered
1- 2,500	22	(13)	4	9
2,501- 5,000	39	(33)	8	25
5,001-10,000	20	(20)	4	16
10,001-15,000	9	(9)	7	2
15,001-20,000	3	(3)	2	1
20,001-25,000	3	(2)	2	
25,001-50,000	2	(2)	2	
50,001 & over	1	(1)	1	
Total	99	(83)	30	53

\*Number in parenthesis indicates number of respondents in class.

Thirty departments administer written tests, but it is interesting and significant that 53 municipalities do not administer a written test at all.

In general, written tests utilized in the selection of police personnel fall into four major classifications:

- 1) General Information or Intelligence Tests designed to measure mental capacity-- the I. Q. type test.
- 2) Proficiency or Achievement Tests designed to measure specific knowledges, abilities and skills.
- 3) Aptitude and Adaptability Tests designed to measure fitness for the specific position and to predict job success.
- 4) Personality, Temperament and Interest Tests designed to measure emotional and psychic suitability for the position.

In this portion of the chapter only the first three will be con-

sidered, as the fourth type will be discussed under the sub-heading Medical, Psychological, and Psychiatric Examinations.

Initially the police applicant should be tested for capacity and potentiality not for police skills and knowledge. The General Information Test, (also known as Intelligence Test, Personnel Test, or Classification Test) is available for this purpose.<sup>1</sup> Mr. Dudycha cites the California Mental Maturity Test and the Otis Intelligence Test as examples of this type of examination.<sup>2</sup> In another, the Army General Classification Test (AGCT), scores can be compared with norms for the police occupation.<sup>3</sup>

Many police experts insist that the I. Q. (Mental age divided by chronological age times 100) for police personnel be established with a recommended 110 to 112.<sup>4</sup> It would seem logical that policemen have at least equal intelligence to that of the average citizen.

The measurement of specific police related knowledge, abilities and skills is applicable for promotional testing, but not necessarily at the entrance level. There may be employers who insist upon achievement tests for entrance level screening, and this no doubt arises from their desire to select persons who will be able to assume their duties immediately with little or no training. Such a practice may be appropriate for the small town. In the larger municipalities such a practice may restrict recruitment seriously by eliminating a large number of candidates who have capacity

<sup>1</sup>A. C. Germann, op. cit., p. 47.

<sup>2</sup>George J. Dudycha, Psychology for Law Enforcement Officers, Springfield Thomas, 1955, pp. 390-392.

<sup>3</sup>Jewel E. Mullineaux, "An Evaluation of the Predictors Used to Select Patrolmen," Public Personnel Review, 16:84-86, April, 1955.

<sup>4</sup>International City Managers' Association, Municipal Police Administration, Chicago, International City Managers' Association, 1954, p. 153.

but lack police knowledge. At any rate, the preparation of a sound achievement test requires conscientious cooperation between police practitioners and civil service or city personnel administrators.<sup>1</sup>

One type of achievement test that is often used in police service is the memory and observation test which examines recall of symbols, faces, pictures or names. The University of Colorado research in reference to state patrolmen selection has indicated that although the memory and observation tests have high face validity (i.e., they appear or seem valid), they tend to be unrelated to job proficiency.<sup>2</sup>

In order to measure fitness for a position and to predict job success, one must have criteria for job success. In the police service, varying as it does between jurisdictions, the position is elusive. Nonetheless, there have been attempts to formulate aptitude tests for the police position.

The form supplied by the International Association of Chiefs of Police -- and used by some police agencies -- entitled "O'Rourke Police Adaptability Test" has been subject to considerable criticism. When this test, for example, was given to the Berkeley, California Police Department, 100 per cent of the department scored over the 95 per cent level.<sup>3</sup>

The Public Personnel Association has developed a test entitled Policeman 10-A which is now in use in 300 cities.<sup>4</sup>

Table 73 indicates the categories generally measured in Maine.

<sup>1</sup> Dorothy C. Adkins, Construction and Analysis of Achievement Tests, Washington, D. C., United States Civil Service Commission, 1947, Passim.

<sup>2</sup> Kenneth Hammond, and John R. Davis, Assessment Program for Selection of State Patrolmen, (Mimeographed) University of Colorado, n. d.

<sup>3</sup> Benjamin Holmes, "Selection of Patrolmen," The Journal of Criminal Law and Criminology, 32:575-592, January-February, 1942.

<sup>4</sup> A. C. Germann, op. cit., p. 49.

TABLE 73 AREAS MEASURED BY THE WRITTEN TEST

Population group	Number of municipalities in group*	General information	Specific information	Vocabulary	Reasoning and/or logic	Other**
1- 2,500	22 (4)	4	2	1	1	
2,501- 5,000	39 (8)	7	2	2	3	1
5,001-10,000	20 (4)	4	1	2	3	1
10,001-15,000	9 (7)	3			5	2
15,001-20,000	3 (2)	2			2	
20,001-25,000	3 (2)	2	1	2	2	
25,001-50,000	2 (2)	2	1	1	2	
50,001 & over	1 (1)	1		1	1	
Total	99 (30)	25	7	12	19	4

\*Number in parenthesis indicates number of respondents in class.

\*\*Personality, temperament, and interest tests.

Among Maine departments the categories generally measured are general information, reasoning and/or logic, and vocabulary. Among the 30 responding departments it is significant to note that 25 required a general information assessment. Only seven departments required a specific information assessment--the majority of departments using such a test are the smaller ones. This may be proper in smaller municipalities where the one person or few persons on the police force are expected to perform on their own with little or no training and probably little or no supervision.

Table 74 indicates the extent to which mental capacity is tested in Maine.

TABLE 74 EXTENT TO WHICH IQ IS MEASURED

Population group	Number of municipalities in group*		Measured	Not measured
1- 2,500	22	(12)	1	11
2,501- 5,000	39	(32)		32
5,001-10,000	20	(19)	2	17
10,001-15,000	9	(9)	3	6
15,001-20,000	3	(3)	1	2
20,001-25,000	3	(3)		3
25,001-50,000	2	(2)	1	1
50,001 & over	1	(1)	1	
Total	99	(81)	9	72

\*Number in parenthesis indicates number of respondents in class.

The General Information Test or the Intelligence Test is used by only nine departments to measure mental capacity.

Probably the most accurate assessment of intelligence may be obtained by administering the Wechsler Bellevue Test. However, this one does not lend itself to group testing.<sup>1</sup> The following is a partial listing of those that do.<sup>2</sup>

The Otis Quick Scoring Mental Ability Test's--Gamma test series is for use with persons of high school and college backgrounds. There are several forms of this test which can be machine scored.

The Army General Classification Test, civilian edition, measures general learning ability and has been used to predict school and

<sup>1</sup>Richard Blum, op. cit., p. 97.

<sup>2</sup>Ibid., p. 98.

occupational success. Among applicants with higher educational backgrounds there is a tendency toward high scores which may not produce refined discrimination of such persons.

The Thurstone Test of Mental Alertness measures linguistic, quantitative and general learning abilities. It may be useful in measuring the ability to understand relationships, and to think flexibly.

The Ohio State University Psychological Test has no time limit and is useful for persons who are slower in their thought processes.

The Revised Army Alpha Examination is derived from adult tests first developed during World War I. In a revised form it is quick to give and to score.

The Michigan Vocabulary Profile Test measures vocabulary in eight areas: human relations, commerce, government, physical sciences, biological sciences, mathematics, fine arts and sports. Any of those discussed could be considered appropriate. Even if a particular IQ level is not required the administration of the test will serve as an indication of the candidate's mental capacity and potential.

A test not widely used but which attempts to measure the ability of a person to draw logical conclusions from practical situations is the Cordall Test of Practical Judgment. Preliminary work with it in police research, however, suggests it may be deserving of further study.<sup>1</sup>

Only four departments in Maine require a particular level of intelligence. In one department this standard is 110 and in three departments the standard is 100.

Most police experts insist that 100 be established as the standard. At this point in time it does not seem unreasonable to insist that

<sup>1</sup>Ibid.

policemen have the intelligence which a score of 100 would indicate.

An average of seven men were examined for the position of patrolman in each of 57 departments in 1966. The range was from 4 in the smaller departments to 35 in the largest. The number represents nearly 52 per cent of all sworn officers in the State. (See Tables 2 and 3.) The number of persons successfully passing examinations and appearing upon an eligible list in 1966 was considerably smaller.

Table 75 indicates the reason for failure of examinations

TABLE 75 REASONS FOR FAILING EXAMINATIONS

Population group	Number of municipalities in group*		Physical	Mental	Other
1- 2,500	22	(2)	0	1	1
2,501- 5,000	39	(5)	2	3	3
5,001-10,000	20	(12)	6	7	7
10,001-15,000	9	(7)	3	4	4
15,001-20,000	3	(0)	0	0	0
20,001-25,000	3	(2)	2	1	1
25,001-50,000	2	(1)	1	1	1
50,001 & over	1		1	1	
Total	99	(30)	15	18	18

\*Number in parenthesis indicates number of respondents in class.

Of the men who failed their examinations the number owing to physical and mental reasons was about equal. Other reasons include failure to pass an oral examination or interview and failure to receive a favorable personal investigation.

### Medical, Psychological, and Psychiatric Examinations

As a part of the evaluation for police service some attention must be given to medical, psychological, and psychiatric considerations.

Reasons advanced for the necessity of physical standards include:

(a) the need to operate vehicles at high speeds and to handle firearms (b) the need to protect citizens and fellow officers and (c) the need to detect physical defects in order that they not become the basis for claims of disability.

Dr. Blum cites an example of one major metropolitan police force which rejects a large number of its applicants on the basis of physical criteria. He points out that this department had 7,892 applicants of whom only 304 were selected for police service.<sup>1</sup> Mr. Hanman, comparing worker physique and health with job requirements for various positions, concluded that not more than one per cent of all workers are physically fit for all work.<sup>2</sup>

Though this may be true some persons with disablements may be acceptable for police service. Some defects are temporary, others permanent. Many permanent defects may be correctable with physical aids.

However, what may seem to be a simple matter of setting a standard may indeed be complex. The important points to keep in mind in determining a criteria are: (a) can the person perform his job as it is identified in his job description and (b) will the person become a disability

<sup>1</sup>Richard Blum, op. cit., p. 61.

<sup>2</sup>Bert Hanman, Physical Capabilities and Job Placement, Stockholm, Nordick, Rotogrovyr, 1951.

case owing to a physical defect. If it is reasonably determined that the person can perform his job and if he will probably not at some subsequent time become a disability case, the criteria will be met.

Table 76 indicates the number of departments in Maine which require a medical examination.

TABLE 76 DEPARTMENTS REQUIRING A MEDICAL EXAMINATION

Population group	Number of municipalities in group*		Medical exam required	No medical exam required
1- 2,500	22	(13)	3	10
2,501- 5,000	39	(33)	10	23
5,001-10,000	20	(18)	7	11
10,001-15,000	9	(9)	8	1
15,001-20,000	3	(3)	2	1
20,001-25,000	3	(3)	3	
25,001-50,000	2	(2)	2	
50,001 & over	1	(1)	1	
Total	99	(82)	36	46

\*Number in parenthesis indicates number of respondents in class.

There are 36 departments among 82 respondents that require a candidate to pass a medical examination. Nearly all of the largest municipalities require the candidate to pass such an examination. For the reasons given before, it is just as important and perhaps more important for the smaller municipalities to require such an examination for they have fewer persons on whom to rely should any of the policemen become disabled.

The International Association of Police and Fire Surgeons has prepared a check list of medical standards which could form the minimum criteria for a medical examination. There really is no widely accepted

set of standards which can be applied by a physician to determine whether a candidate should or should not be appointed. It may be proper for the chief of police or the municipal chief administrative officer to select a good local physician or to consult with the city physician if there is one and decide upon realistic qualifications for selection to police service. Once the physician knows what must be expected of an officer he is then in the best position to judge a candidate's capability of performing the police job. A single disqualifying aspect of one's physical condition might not be sufficient to disqualify him for police service.

Height and weight requirements will be dealt with separately though this must still be considered as a part of the medical examination. Many departments have very rigid requirements concerning height and weight and disqualify numerous interested persons on this basis alone. O'Connor, in a recent study,<sup>1</sup> found that almost 85 per cent of American cities required men to be at least 5'8" in height. Maine municipalities generally have no height requirements. In fact 62 departments indicated they had no height and weight requirements at all.

Though weight has not previously been mentioned it must be kept in mind that anyone who is in good physical condition has a height -- weight ratio that can be determined by a physician or by use of a chart. For one to be seriously considered for police service, this ratio ought to be proper. Obviously, obesity or angularity are not conducive to good patrol performance and they certainly are not conducive to the projection of a good public image.

<sup>1</sup>George W. O'Connor, An Analysis of Methods Used in the Selection of Municipal Patrolmen in Cities over 25,000 Population, Thesis, Univ. of California, Berkeley, 1962.

Twenty-three departments have established height and weight requirements and 62 have not. Table 77 shows the average requirements in the various population groups.

TABLE 77 HEIGHT AND WEIGHT REQUIREMENTS FOR APPLICATION AND APPOINTMENT

Population group	Number of municipalities in group*		Average height		Average weight	
			Min.	Max.	Min.	Max.
1- 2,500	22	(0)	0	0	0	0
2,501- 5,000	39	(4)	5.8	6.4	157	220
5,001-10,000	20	(5)	5.8	6.4	143	216
10,001-15,000	9	(6)	5.8	6.4	155	206
15,001-20,000	3	(2)	5.9	0	145	0
20,001-25,000	3	(3)	5.8	0	142	200
25,001-50,000	2	(2)	5.9	6.4	150	0
50,001 & over	1	(1)	5.9	6.3	150	230
Total	99	(23)				
Average			5.8	6.4	149	212

\*Number in parenthesis indicates number of respondents in class.

It is interesting to note how similar the height and weight requirements are among the departments having a standard.

In 26 departments proportionality is required. The judgment of a physician is the most commonly used means to determine whether or not a person's weight is in proportion to his height. Certainly this practice is proper for only a physician can evaluate professionally the medical capabilities of an individual. The minimum height which O'Connor cites in his work does not really differ from the minimum height shown in Table 77. O'Connor says that height must be evaluated in terms of the full abilities of the candidate. A requirement should not be used as a hurdle to eliminate persons below normal height standards who may possess other compensating qualities. O'Connor suggests that as training programs

become more adequate and as psychiatric screening develops to a greater extent more and more cities may relax their inflexible height standards. Physical stature is a factor which should not of itself disqualify a potentially good candidate from police service. An acceptable job may be performed and an acceptable public image of the police may be projected by qualified persons who may be slightly below 5'8" in height.

Attention will now be given to psychological testing, its evaluation and uses. Although there have been substantial advances in recent years in the development of tests to assist in the clinical diagnosis of personality, the progress in developing such tests for screening purposes has been slow.<sup>1</sup>

The purpose for using a psychological test during selection is to predict with some degree of accuracy how the candidate may perform in his assignment. As Dr. Blum suggests, a psychological test is a miniature life situation from which an evaluator seeks to gain information about a person which can be generalized to other aspects of the person's behavior.<sup>2</sup> The assumption here is that the person will respond in the test situation in a manner similar to the way he would respond in a real situation.

To point out the usefulness of such tests, Dr. Blum and his associates recently did a study using such tests and in one year found that in one jurisdiction 30 per cent of those examined had moderate or severe personality problems, 20 per cent had defective judgment and 33 per cent had questionable motives for entering police service.<sup>3</sup> A second year repeat study

<sup>1</sup>Germann, *op. cit.*, p. 49.

<sup>2</sup>Blum, *op. cit.*, p. 86.

<sup>3</sup>R. H. Blum and W. L. Goffin, *A Study of Deputy Sheriff Selection Procedures*, Preliminary Report, Unpublished, 1961.

was made of the same jurisdiction, and it was found that of those tested 22 per cent had emotional disturbance and 44 per cent had character defects.<sup>1</sup>

If this is a sound indication many applicants need to be examined psychologically.

A police administrator cannot be expected to know a great deal about psychological testing. It is sufficient if he recognizes its usefulness in a complete appraisal of police candidates. When it comes to utilizing such tests a responsible police chief should seek expert advice. A source for expert advice lies in the state university or in local colleges or in local mental health agencies. Such institutions should be of initial assistance to Maine chiefs who wish to inaugurate psychological testing of applicants. These experts may not be able to provide direct services to municipal departments but they can assist a chief in his search for persons who can administer and evaluate such tests.

It is not the author's intention to appraise the various types of psychological tests. A short descriptive evaluation is given for some tests which a chief may wish to use.

The Strong Vocational Interest Blank is a questionnaire (inventory) of interests which the applicant completes. Research has shown that scores and patterns of scores differ for persons in various occupations. Results of the test show whether or not the interests of the person taking the test correspond to or are different from those of persons working in

<sup>1</sup>R. H. Blum, et al, A Further Study of Deputy Sheriff Selection Procedure, Unpublished, 1962.

each of a number of vocations. Norms\* for policemen allow one to say whether the applicant's own interests are expressed so as to be relatively similar or dissimilar to those of working policemen. The limitation is that norms are based on a relatively small group of peace officers and cannot be said to represent the variety of range of personnel found in this country.

The Kuder Preference Record-Personal measures preference for personal and social activities in the following categories: working with ideas, being active in groups, avoiding conflicts, directing others, and being in familiar and stable situations. Combined with the Kuder Vocational Preference Record it should provide information on vocations compatible with the interests of the applicant.

The Allport-Vernon Scale of Values has long been used to measure the direction of broad interests and personal values of a religious, economic, social, political, aesthetic, and theoretical nature. Scores on this test are related to occupational choice and to personality factors.

While specific tests are fairly easy to construct, for the measurement of attitudes toward such matters as drug use, capital-punishment, civil liberties, and minority rights, there is no evidence that attitude scales of this sort have been tried out in research on policemen. There exist several attitude tests which have been widely used and shown to be closely related to more general personality and opinion factors.

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\*Norms are statistics which report the performance of other individuals who have taken the same test. They show the distribution of scores, usually among various designated groups, and are used in comparing a given person's score ordinarily obtained on the test.



The "F" Scale measures fascist-tending extremist views and is related to ethnocentrism (the belief one's own group is superior and others are inferior). This short test is derived from extensive research on authoritarian personality and political and racial extremism.<sup>1</sup>

The Dogmatism Scale more recently constructed by Rokeach<sup>2</sup> measures open versus close-mindedness. Scores on it are associated with authoritarian personality and with such traits as openness to new ideas, willingness to examine issues for oneself, general fear of the world and anxiety over threat from other persons, over conformity and difficulty in synthesizing new ideas.

The Minnesota Multiphasic Personality Inventory (MMPI) is widely used for the diagnosis of neurotic or psychotic tendencies. It includes important scales for the detection of homosexual or psychopathic personality trends. (The latter persons are amoral and asocial ones likely to engage in certain criminal activities. Scores on this scale differentiate groups of delinquents from non-delinquents.) This test can be given to groups of applicants but it must be interpreted by a professional clinical psychologist, or psychiatrist, who has had experience with it.

The California Psychological Inventory is a newer test which measures some of the same features as does the MMPI, but it is more directed to general non-pathological functioning. It includes the Gough-Sanford rigidity scale and has many other scales including ones designed to measure self-assurance, maturity, responsibility, and intellectual efficiency. There are norms based on 13,000 cases.

<sup>1</sup>T. W. Adorno, et al, The Authoritarian Personality, New York, Harper and Brothers, 1950.

<sup>2</sup>M. Rokeach, The Open and Closed Mind, New York, Basic Books, 1960.

The Rorschach Ink Blot Test is one of the best known projective\* tests. It is best given individually but for screening purposes it can be given in a group form. In the hands of a skilled clinical psychologist it can be useful in describing complex personality organization including such things as emotional stability, self-control, the presence of neurotic or psychotic features, sensitivity, anxiety, maturity, etc.

The Cornell Index is a paper-and-pencil test which proved useful in screening psychiatric cases for the military. It has been shown to be effective with civilian populations and has been modified for use in large scale mental health surveys. It is quickly given and scored and may easily be used in conjunction with the routine medical examination for, in its full form, it contains many questions about physical health which are of interest to the examining physician as well as to the clinical psychologist.

The Machover DAP is another project test which in the hands of a skilled clinician has been shown effective in the detection of persons with overly aggressive or disturbed delinquent or psychotic tendencies.

The Cardall Test of Practical Judgment is not widely used but purports to measure the ability of a person to draw logical conclusions from practical everyday situations. It is reported to be relatively independent of the person's intelligence or academic and social background.

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\*A projective test is one in which the subject is presented with an ambiguous stimuli which he must organize in his own way. The assumption is that whatever organization is imposed is a projection of the subject's own personality on to the ambiguous material. Ink blots, vague photographs, incomplete sentences, drawings to be made, all constitute ambiguous stimuli employed in such tests.



The Social Intelligence Test (Moss, Hunt, Omwake) purports to measure social judgment, observation of human behavior, sense of humor, and memory for names and faces.

Such tests may serve a useful purpose in the overall evaluation of police applicants. By testing police administrators will be in a somewhat better position to determine those candidates qualified for police service. Only five Maine departments now use such tests. It is interesting to note that it is the smaller departments using the tests.

Psychiatric evaluations are another means used to determine emotional or personality disorders of police applicants. Their use is not extensive at the national level. None of the Maine departments reported that they required their candidates to undergo such an examination. O'Connor, in his study of selection methods of cities over 25,000 population, reported that his 1961 data suggested that the psychiatric evaluation was coming of age in law enforcement work and that there were 49 cities in the nation using such examinations.<sup>1</sup> This is not a great percentage of the total number of cities in the population group. What is meant by a psychiatric examination in this chapter is one performed by a professionally trained psychiatrist.

Psychiatric evaluations might appear to some people to be unnecessary and not a justifiable expense to the jurisdiction. Yet, any costs to a city in terms of law suits, loss of departmental prestige, and damaged morale when a neurotic or psychotic officer kills, maims, or abuses people is sufficient to offset the cost of psychiatric tests.<sup>2</sup>

<sup>1</sup>O'Connor, op. cit., p. 66.

<sup>2</sup>O. W. Wilson, "Problems in Police Personnel Administration," The Journal of Criminal Law Criminology and Police Science, 43, 843, Mar-April, 1951

Police service can be very emotionally demanding. The development of prejudices and attitudes of indifference toward human beings is an ever present threat to the officer and to his department. Policemen may be called upon to exercise physical force. The placing of an unstable person in such situations may do a great deal of harm to the police and to the citizenry. By a psychiatric evaluation, a person unable to cope with stressful conditions may be identified.

At present the psychiatric evaluation is probably not used in Maine. Though costly, it could provide a basis for a better appraisal of candidates. It is suggested that a psychiatric examination be used by departments where applicants are diagnosed by psychologists as exhibiting nervousness or emotional disorder.

The polygraph examination is one sometimes used to detect emotional disorders and any history of criminal conduct. There is much discussion about its proper use and its usefulness for employment purposes. The City of Portland is at the present time the only municipal police department which uses it for employment selection.

The use of psychological and psychiatric tests coupled with a personal investigation which will be discussed later in this chapter are considered appropriate and sufficient means of evaluating candidates.

#### Physical Proficiency Tests

The use of tests designed to measure the coordination, strength, agility and endurance of applicants was found to be minimal. Only five departments indicated that they administered physical proficiency tests.

The purpose of such tests in addition to a medical evaluation is to determine which candidates possess the necessary coordination, strength, speed of movement, and endurance required in police work.

Any test administered should be compatible with the following principles:

1. The events in the test should only measure specific factors in physical fitness i.e., coordination, strength, agility and endurance.
2. Events which might be injurious to the applicant should be omitted.
3. Events should require little equipment.
4. The test should be administered in a limited period of time.
5. Individual events should not be complicated.
6. The test should be capable of scoring.

A thorough treatment of this subject is given in a Public Personnel Association Publication.<sup>1</sup>

Though there are many physical proficiency tests which could be administered, the one used by the Berkeley California Police Department (See Figure 8) is one which adheres to the principles previously outlined.

#### Personal Investigation

A personal investigation, sometimes called a background investigation, is a very necessary part of the total evaluation of police candidates. It is difficult to assign priorities and rankings to the parts of a total

<sup>1</sup>Forbes E. McCann, Physical Condition Tests in the Selection of Public Employees, Public Personnel Association, Chicago, 1958.

### PHYSICAL AGILITY TEST

The physical agility test consists of four parts:

1. Broad jump: Candidate must make a standing broad jump of at least 7 feet to qualify. He shall toe the marker at the broad jump pit and take off from a standing position.
2. Chin-up: Candidate must complete 7 chin-ups to qualify. At the chinning bar, he shall jump and catch the bar with fingers facing either way. Bring chin to the top of the bar each time. Between chin-ups, he must drop to the full extension of both arms. There is no time limit but once the bar is grasped, it cannot be released.
3. Sit-up: Candidate must complete thirty sit-ups to qualify. He shall lie on his back with both legs fully extended, arms at sides, and raise to a full sitting position with the heels of both feet remaining on the floor. The body shall be lowered in the same manner. Head and shoulders must touch the floor on each return.
4. Obstacle course: Candidate must complete the 180 yard course outlined below within 48 seconds to qualify. He shall start on the command, run to the right outside the line, hurdle or jump the two 30" barriers, crawl under the 20" bar, repeat the outside course a second time, weave up and back through the 4 equally spaced chairs twice and finish at the starting point.

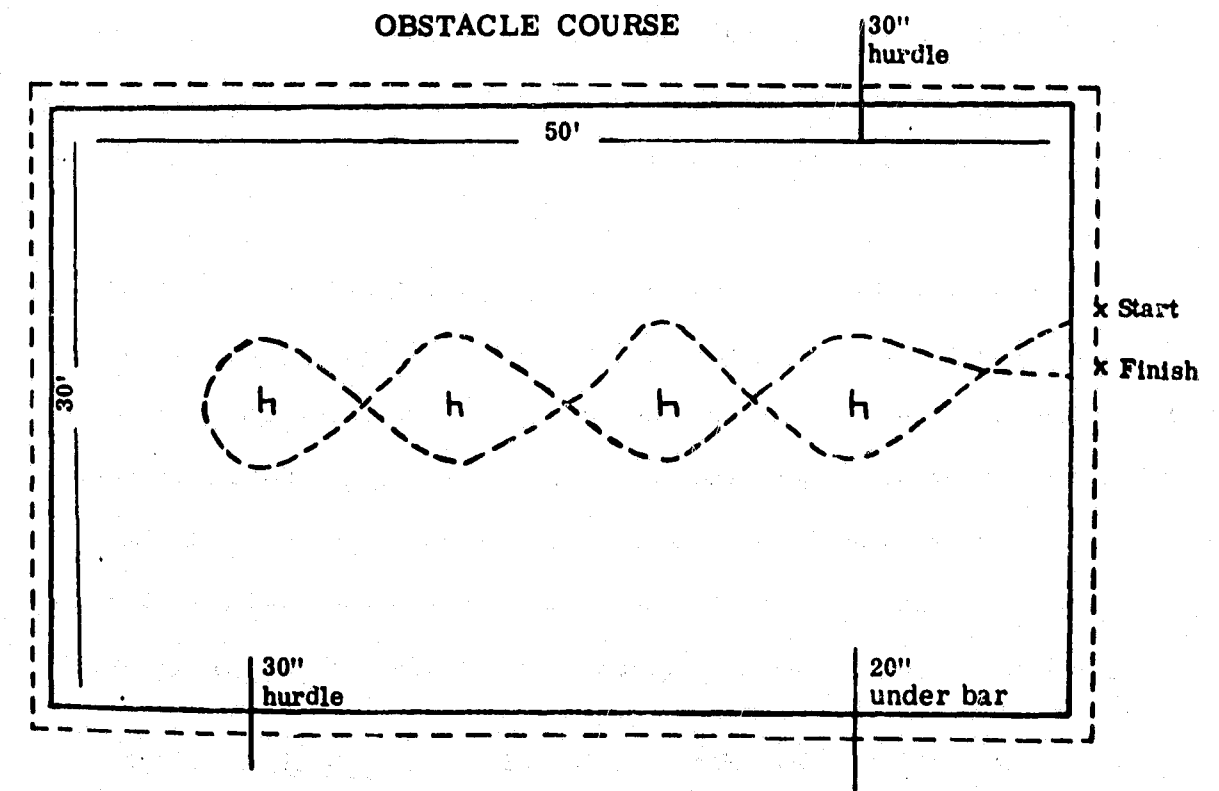


Figure 4—Physical Agility Test, Berkeley, California

Source: City of Berkeley, California, "Physical Agility Test" as shown in International City Managers Association, *Municipal Police Administration*, op. cit., p. 145.

evaluation; but, for police service it is difficult to understand how persons should be hired as policemen without a very extensive background investigation of their personal history. From such a history it may be possible to detect weaknesses in one's personality which may or should disqualify him from police employment. There may be no place in government where a person's character is more important than in the public law enforcement services. It is just as important for a policeman's personal history to be above reproach as it is for a person charged with keeping the state's secrets. A policeman may be challenged officially or unofficially for past or present personal indiscretions or public misconduct. He may be attacked officially in a court of law for such conduct or he may be approached privately by a party representing a special interest. O. W. Wilson has said, "A policeman's character and reputation should be of the highest order. A police chief cannot afford to appoint to his force an applicant whose reputation is questionable or one whose character is such as to cast doubt on his future actions!"<sup>1</sup>

A background investigation is a systematic collection of factual data and opinions regarding the subject's personal habits and actions. The report of such an investigation is reviewed to determine if the subject of the report meets the acceptable criteria for police selection.

Dr. Blum has stated that there are three major purposes of the personal investigation. The first is to learn how the candidate has managed his personal life; the second is to verify the statements he

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<sup>1</sup>International City Managers Association, Municipal Police Administration, op. cit., p. 79.

has made on his application, and the third is to prevent the department from hiring a personally unqualified candidate.

There may be any number of criteria for performing a good personal investigation. The information which should be sought in such an investigation is listed below:

1. Schools. In verifying educational data, the investigator should visit the school if possible. The teachers and others who have known the candidate should be interviewed. The names of close associates during schooling should be determined for later interviews. Some of the kinds of information that may be obtained are:

- a. Academic accomplishment or failure, and mental ability test results.
  - b. Activity in clubs, groups and social organizations; ability to work in harmony with others.
  - c. Demonstrations of leadership, laziness, erratic behavior or constructive interests.
  - d. Absences due to illness or injury.
  - e. Reputation for honesty, integrity and other personal qualities, positive or negative.
  - f. Ability to accept responsibility and produce results.
  - g. Verification of statements in the personal history statement concerning any or all of the preceding items.
  - h. The nature of any disciplinary action, including the misconduct, involvement with others, and disposition made by the school.
2. Employers. Interviews with employers should develop information

concerning the candidate's ability to work in harmony with others, his reliability, dependability, reputation for honesty, need for close supervision, and other points. Some topics that should be covered are:

- a. Were the candidate's services routinely satisfactory? If not, why?
- b. Why did the candidate leave that place of employment? Would the employer rehire if a vacancy existed and the candidate was interested in re-employment?
- c. What was the candidate's attitude toward his employer and his job?
- d. Were there any untruthful statements or misrepresentations in the personal history statement or in the employer's personnel record compared to the police application?
- e. How many days of paid sick leave were taken? Why? Was there a pattern, such as immediately preceding or following regular days off?
- f. Were there any industrial compensation type injuries received? What are the details? Any disability?
- g. Is there any information available concerning the candidate's incompetence, unreliability, laziness, carelessness, drunkenness, "rabble rousing" or chronic griping? Or the reverse?
- h. Did he take company property for personal use without permission? Tools? Did he ever set up his own business as a sideline activity in competition with his employer?
- i. Would the employer welcome the candidate back as a policeman should an incident occur requiring attention, granting that the man would be trained in the proper handling of police responsibilities?

j. As a taxpayer, would the employer feel that he would routinely get his money's worth in public service from the candidate?

3. Credit references. The manner in which an applicant has handled his credit will often reveal whether he has exercised foresight and mature judgment. Some suggested questions to be asked of all creditors are:

- a. Did he pay his bills as agreed in the contract? Better than agreed?
  - b. If not paid on time, did he inform the creditor concerning the reason for the delay?
  - c. Was it ever necessary to sue the applicant, or turn unpaid bills over to a collection agency?
  - d. Would credit be extended to the applicant again if requested?
- Does the entire credit picture of the applicant indicate the exercise of good common sense and an ability to live within his income?

4. Landlords. The candidate's reputation as a tenant would logically lead to an inquiry concerning his reliability in paying his rent. Other points might be:

- a. The dates of residence, as a cross check on the accuracy of statements in the personal history statement.
- b. Names and reputation of the candidate's friends, associates, co-tenants, enemies or other sources of information.
- c. Reputation for sobriety, integrity, morality and other traits, desirable and undesirable.
- d. Financial responsibility; management contacts by collection agencies.
- e. Reputation as a motor vehicle operator, and respect for others

when driving or parking.

5. Neighborhood checks. The objective is to determine the neighborhood reputation of the candidate concerning his personality, personal conduct, and any activities that would reflect positively or adversely upon the desirability of appointing the man as a policeman. Some suggestions are:

a. Check with the neighbors who lived in the house on each side and over the back fence from the candidate.

b. In an apartment house, try to check with at least four persons who knew the candidate while he resided there.

6. References, or Character Vouchers. Frequently the candidate will list persons of high standing in a community who may be barely acquainted with him. Often, too, they are friends who he relied upon to give only favorable reports. In checking with them, therefore, one should determine just how close the acquaintanceship was and from them obtain the names of other persons who may be able to render an appraisal.

7. Inter-police agency check. The objective is to determine if the subject has ever had a record of delinquent behavior. Fingerprinting of the applicant should be a part of this procedure. Local, state and FBI agencies must be checked along with agencies having law enforcement authority in jurisdictions where the candidate has ever lived.

Part of the foregoing are suggestions which Dr. Blum has made.<sup>1</sup>

<sup>1</sup>Blum, op. cit., p. 169.

In Maine personal investigations are extensively used in the selection process in 80% of the departments while in 6% they are not used. However, very few municipalities check with the FBI for any evidence of delinquent conduct. Table 78 shows the type of files which are checked.

TABLE 78 TYPES OF FILES CHECKED FOR CRIMINAL RECORDS

Population group	Number of municipalities in group*	Local	State	FBI
1- 2,500	22 (6)	6	5	1
2,501- 5,000	39 (22)	21	22	7
5,001-10,000	20 (16)	10	16	8
10,001-15,000	9 (9)	9	9	6
15,001-20,000	3 (2)	2	2	
20,001-25,000	3 (3)	3	3	3
25,001-50,000	2 (2)	2	2	2
50,001 & over	1 (1)	1	1	1
Total	99 (61)	54	60	28

\*Number in parenthesis indicates number of respondents in class.

All departments should ask the FBI to check their candidates for evidence of possible misconduct. The fact that only 28 departments do is alarming.

Who should conduct personal investigations of applicants? In small jurisdictions without a special detective division, a high ranking official should probably be charged with the investigation. In larger jurisdictions the functions may well fall to the detective division. Obviously, only the local part of the investigation could be handled by such persons. They should, however, coordinate the investigation carried out in other jurisdictions or in other agencies.

In 67 per cent of the departments in Maine the police actually conduct the investigation. One department indicated such an investigation was conducted by the civil service agency. In most other jurisdictions a representative of the town, normally the manager, conducts the investigation. Table 79 shows the jurisdictions in which local investigators check applicants' backgrounds.

TABLE 79 JURISDICTIONS IN WHICH LOCAL INVESTIGATORS CHECK CANDIDATES' BACKGROUNDS

Population group	Number of municipalities in group*		Within munic. check		Outside munic. check		Outside state check	
			do not check		do not check		do not check	
1- 2,500	22	(13)	7	6	8	3	4	6
2,501- 5,000	39	(28)	24	4	22	4	10	8
5,001-10,000	20	(19)	17	2	12	5	6	10
10,001-15,000	9	(9)	8	1	5	4	3	6
15,001-20,000	3	(3)	3		2		1	1
20,001-25,000	3	(3)	3		3		1	1
25,001-50,000	2	(2)	2		2		1	1
50,001 & over	1	(1)	1		1		1	
Total	99	(78)	65	13	55	16	27	33

\*Number in parenthesis indicates number of respondents in class.

Many departments check backgrounds within their own jurisdiction and within the state. Twenty-seven departments check candidates' backgrounds outside the state.

A means of conducting a background investigation in another local jurisdiction would be to have that local police agency do it.

Some of the major aspects of a candidate's life which are currently investigated include: marital status, military record, school record,

juvenile delinquency record, job history, religious affiliation and activities, family history, driving record and medical record. Table 80 indicates the aspects which are investigated.

TABLE 80 ASPECTS OF A CANDIDATE'S LIFE WHICH ARE INVESTIGATED

Population group	Number of municipal-ities in group*		Marital life	Military record	School records	Juvenile delinquency record	Job history	Religious affiliation and activities	Family history	Driving record	Medical history	Other
1- 2,500	22	(8)	8	7	6	6	8	1	2	6	6	1
2,501- 5,000	39	(26)	25	16	16	16	26	3	9	21	16	3
5,001-10,000	20	(17)	16	12	11	8	17	3	2	15	8	2
10,001-15,000	9	(8)	7	7	7	7	8	3	3	6	5	2
15,001-20,000	3	(3)	3	3	3	2	2		2	1	2	
20,001-25,000	3	(3)	3	2	1	2	2		2	2	2	
25,001-50,000	2	(2)	1	1	2	1	1			1		1
50,001 & over	1	(1)	1	1	1	1	1				1	
Total	99	(68)	64	49	47	43	66	10	20	52	40	9

\*Number in parenthesis indicates number of respondents in class.

Sixty-eight municipalities reported that some aspect or aspects of these major categories were investigated. Other categories listed were analogous to the nine major categories listed and are not important enough to be mentioned separately.

Every candidate should be fingerprinted. The fingerprint cards should then be sent to both state and federal agencies advising them that the prints belong to candidates seeking police employment. These

departments should be asked to check their files for any derogatory information that such a check would reveal. Table 81 shows the number of departments conducting fingerprint examinations.

TABLE 81 THE EXTENT TO WHICH POLICE CANDIDATES ARE FINGERPRINTED

Population group	Number of municipalities in group*		Finger-printed	Not finger-printed
1- 2,500	22	(13)	3	10
2,501- 5,000	39	(34)	5	29
5,001-10,000	20	(20)	7	13
10,001-15,000	9	(9)	5	4
15,001-20,000	3	(3)		3
20,001-25,000	3	(3)	3	
25,001-50,000	2	(2)	2	
50,001 & over	1	(1)	1	
Total	99	(85)	26	59

\*Number in parenthesis indicates number of respondents in class.

Surprisingly few candidates are fingerprinted indicating that thorough checks of police applicants are not being conducted.

#### Oral Examinations

The oral examination has its place in the total evaluation of the applicant. It is a formal attempt to appraise certain qualities which without it may not be appraised properly. Oral examinations should be used to determine such qualities as voice and speech, appearance, ability to present ideas, alertness, poise and bearing, tact, judgment, and personal fitness. The oral examination then should be used to test those

qualities not measured by the other methods of examination. As such it may be given last in the series of tests.

A printed form should be devised. On it should be the qualities to be judged and a scale on which to rate each quality. See Figures 5 and 6 for examples of oral examination rating forms.

The local situation will affect the composition of the oral interview panel. It probably is a single individual or a board. Some of the considerations affecting this are the number of applicants to be examined; the size of the department and the local regulations regarding such examinations. Coppock points out that it is better not to have the person making the final appointment serve as a member of this examining body whether he be a single individual or a member of a board.<sup>1</sup> In small communities there is no need to burden a department with the expenditure of time and money required for an elaborate testing procedure. In large municipalities consideration should be given to a board. The person who may make the police appointments should name the members of the board. It should be composed of senior members of the police department who are capable of recognizing desirable qualities for police officers.

There is a notion that the oral examination is necessarily subjective; thus, it tends to be personal and too subjective. It must be recognized, however, that in police service personal qualities greatly

<sup>1</sup>Coppock, op. cit., p. 23.

Personnel Department

**ORAL BOARD RATING SHEET**

City of Berkeley

Candidate's Name \_\_\_\_\_

Date \_\_\_\_\_

Weak	Average	Good	Out-standing
------	---------	------	--------------

Title of Examination \_\_\_\_\_

1. **APPEARANCE, MANNER, BEARING:** Will they help or hinder him in this job; in conferences and interviews; in contacts with civic and citizen groups, the public and other government officials?
2. **ABILITY TO PRESENT IDEAS:** Is it adequate for this job? Does he have the ability to express himself in a logical, convincing, persuasive manner? Or does he ramble, get confused, talk vaguely, become verbose?
3. **SOCIAL ADAPTABILITY:** Will he be at ease, friendly, confident, tactful, and adaptable in dealing with public officials, civic and business leaders, co-workers, and others? Or would he tend to be submissive, overbearing, or impatient under trying conditions?
4. **ALERTNESS:** Does he grasp ideas quickly, and do his responses indicate that he would quickly understand the problems in this job? Or does he appear to be slow to understand, and would grasp only the more obvious points?
5. **JUDGMENT:** Will he separate important from unimportant; consider all facts before arriving at a decision; know when to act; when to acquire more information before action; know what situations justify departure from policy? Would you trust his judgment in this job?
6. **TRAINING:** How pertinent is his academic training? Is it sufficient for this job? Was it obtained in academically outstanding schools?
7. **ADEQUACY OF EXPERIENCE:** Does his experience fit him for the duties of this position; give him a broad, extensive, adequate background?
8. **INITIATIVE, DRIVE AND INTEREST:** Does he exhibit positive interest to sustain him in his work; believe in this type of work; carry the conversation adequately and ask questions when necessary; show energy and ambition?

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PERCENTAGE RATING GUIDE:

Weak	Average	Good	Outstanding
65	70	80	90 100

Additional comments: \_\_\_\_\_

OVERALL PERCENTAGE RATING: \_\_\_\_\_

Rater's Signature \_\_\_\_\_

Figure 5—Oral Rating Form, Berkeley, California

Source: City of Berkeley, California, "Oral Board Rating Sheet," as shown in International City Managers Association, *Municipal Police Administration*, op. cit., p. 147.

**EXAMINATION, PLACEMENT, AND PROBATION**

COMMONWEALTH OF PENNSYLVANIA  
STATE CIVIL SERVICE COMMISSION

IDENTIFICATION NUMBER \_\_\_\_\_

**RATING CHART FOR ORAL INTERVIEW**

Instructions for Use: Record in the upper right-hand corner of this form the identification number which appears on the candidate's admittance letter. Rate the candidate A, B, C, D, or E on each of the eight traits listed below and on the reverse side of this sheet. In the space headed "Remarks" make any comments which you feel would be helpful in evaluating the candidate's suitability.

**1. VOICE AND SPEECH.**

Is the applicant's voice irritating or pleasant? Can you easily hear what he says? Does he mumble, or talk with an annoying accent?

- A. Exceptionally clear and pleasant.
- B. Definitely pleasant and distinct.
- C. Acceptable. Neither conspicuously pleasant nor unpleasant.
- D. Understandable but rather unpleasant.
- E. Irritating or indistinct.

RATING

--

**2. APPEARANCE.**

What sort of first impression does he make? Does he look like a healthy, energetic person? Has he bodily or facial characteristics which might seriously hamper him? Is he well-groomed or slovenly, erect or slouchy, attractive or unattractive in appearance?

- A. Impressive. Commands admiration.
- B. Creates distinctly favorable impression.
- C. Suitable. Acceptable.
- D. Not prepossessing.
- E. Unattractive. Distinctly unsuitable.

RATING

--

**3. ABILITY TO PRESENT IDEAS.**

Does he convey his ideas clearly, easily, logically, convincingly? Or does he tend to be vague, confused, or illogical?

- A. Unusually logical, clear, and convincing.
- B. Shows superior ability to express himself.
- C. Usually gets his ideas across satisfactorily.
- D. Tends to become involved and to digress from the point.
- E. Confused and illogical.

RATING

--

**4. ALERTNESS.**

How readily does he grasp the meaning of a question? Is he slow to apprehend even the more obvious points or does he understand quickly even though the idea is new or difficult?

- A. Exceptionally keen and quick to understand.
- B. Rather quick in grasping questions and new ideas.
- C. Generally grasps intent of interviewer's questions.
- D. Slow to understand subtle points.
- E. Slow in grasping the obvious. Often misunderstands meaning of questions.

RATING

--

Figure 6—Individual Interview Rating Form



## MUNICIPAL PERSONNEL ADMINISTRATION

5. **POISE AND BEARING.** Is he wholesomely self-confident and assured? Or does he seem to be uncertain of himself, hesitant, lacking in assurance?

- A. Exceptionally well-poised and self-assured; adjusts to situations with great ease.  
 B. Well-poised, stable, adequately confident, commands respect.  
 C. Has good control, is moderately confident, exhibits little tension.  
 D. Appears to be overly self-conscious. Ill at ease.  
 E. Timid, hesitant, adjusts to situations with difficulty.

RATING

☐

6. **TACT.** Is he diplomatic? Does he say and do what is proper to the occasion?

- A. Makes the interview an exceptionally pleasant experience.  
 B. Patient, understanding, polite.  
 C. Considerate. Takes care not to wound or offend.  
 D. Tends to be discourteous or thoughtless.  
 E. Uncivil. Offends by speech or manner.

RATING

☐

7. **JUDGEMENT.** Does he possess ability to weigh factors, draw correct conclusions, and make sound decisions?

- A. Keenly analytical. Decisions always logical and well-founded.  
 B. Tends to weigh situations carefully. Not easily confused. Level-headed.  
 C. Proceeds cautiously. Displays fair degree of judiciousness.  
 D. Jumps to conclusions. Makes ill-considered decisions.  
 E. Uncritical. Naive. Comes to erroneous conclusions.

RATING

☐

8. **PERSONAL FITNESS.** In the light of all the evidence regarding this person's characteristics (whether mentioned above or not) how do you rate his personal suitability for the position for which he is competing? Would you urge him to undertake this work? Do you endorse his application?

- A. Endorse with enthusiasm.  
 B. Endorse with confidence.  
 C. Endorse.  
 D. Might do well. Hesitate to endorse.  
 E. Unsuitable for this work. Do not endorse.

RATING

☐

Remarks:

## Scoring Key

- A = 10.0  
 B = 7.5  
 C = 5.0  
 D = 2.5  
 E = 0

Trait No. 8 weighted 3,  
 all other traits weighted 1.

Date

Place of Interview

Signature of Interviewer

Figure 6—Individual Interview Rating Form (continued)

Source: Commonwealth of Pennsylvania, State Civil Service Commission, "Rating Chart for Oral Interview," as shown in International City Manager's Association, Municipal Personnel Administration, *op. cit.*, pp. 99-100.

influence job success or failure and that these examinations are necessarily useful.

Before the oral examination starts, thought should be given to what is expected from the examination and what qualities will be judged. The printed form will help to refresh the examiners minds before the examination starts. Certain or specific questions to be asked the candidate should be thought out before he is brought into the examining room. Other questions can be spontaneous.

In Maine only half of the respondents examine their candidates orally.

Some of Maine's largest departments do not conduct oral examinations.

The administration of such examinations is so easy and the results so effective that any excuse for not conducting them is inexcusable.

Table 82 presents the qualities which local boards appraise in Maine.

TABLE 82 QUALITIES WHICH A BOARD OR INTERVIEWER ATTEMPTS TO APPRAISE IN THE ORAL INTERVIEW

Population group	Number of municipalities in group*	Personal qualities	Integrity	Emotional stability	Intelligence	Judgment	Others
1- 2,500	22 (10)	10	5	5	8	9	1
2,501- 5,000	39 (25)	21	18	18	25	24	1
5,001-10,000	20 (13)	13	6	7	11	10	1
10,001-15,000	9 (6)	6	5	5	6	4	4
15,001-20,000	3 (3)	1	2	1	3	3	
20,001-25,000	3 (2)	2	2	1	2	1	
25,001-50,000	2 (2)	2	1	2	2	2	1
50,001 & over	1 (1)	1	1	1	1	1	1
Total	99 (62)	56	40	40	58	54	8

\*Number in parenthesis indicates number of respondents in class.

These included intelligence, personal qualities, judgment, integrity, and emotional stability. Others indicated they attempted to appraise tact, speech, and the ability to present ideas.

Once again it must be emphasized that if there are special tests designed to test emotional stability, i.e., psychological tests, it may be improper at the oral examination to appraise such a condition. It is questionable too, that untrained persons could evaluate the psychological make-up of another in only a brief encounter. To test intelligence by the oral examination may also be futile. Better methods may be used as previously mentioned. One's integrity probably cannot be ascertained in an oral examination. A more reliable means of testing integrity is the personal investigation. Judgment, however, may be a quality which can be appraised in the oral examination.

The average time devoted to candidates among 38 respondents was 36 minutes.

#### The Probationary Period

The probationary period, or that period which the policeman must work on a provisional status, should be a definite part of the selection process. If it is not so used its value is questionable. Tests of all types may be devised, administered, and evaluated. The results of such tests may indicate that a person possesses attributes which would qualify him for police service. When on the job, however, the new employee may be unsuitable or the employee may decide that he does not want to become a policeman.

Civil service law or other regulations may designate probation as a work test period and as an integral part of the selection process. Table 83 shows the number of departments requiring a probationary period and the extent of the probation.

TABLE 83 DEPARTMENTS REQUIRING A PROBATIONARY PERIOD

Population group	Number of municipalities in group*	Probationary Period		Required months for probationary period
		Required	Not required	
1- 2,500	22 (13)	9	4	5.3
2,501- 5,000	39 (32)	25	7	5.6
5,001-10,000	20 (20)	18	2	6.8
10,001-15,000	9 (9)	9		8
15,001-20,000	3 (3)	3		8
20,001-25,000	3 (3)	3		8
25,001-50,000	2 (2)	2		12
50,001 & over	1 (1)	1		12
Total	99 (83)	70	13	
Average				6.7

\*Number in parenthesis indicates number of respondents in class.

Throughout the state, 70 departments require a probationary period that extends from slightly over five months to one year.

In six months a police appointee hardly has time to finish his basic schooling. At this point he is only remotely acquainted with his job, and what it entails. A one year probationary period would assist the department personnel who must determine the candidate's suitability for regular police employment. Dr. Germann writes that the probationary period should not be less than one year, and should be two years.<sup>1</sup>

During this probationary period the new appointee should be carefully scrutinized. Usually the probationer may be discharged with very little

<sup>1</sup>Germann, op. cit., p. 68.

formality and without extensive appeal rights. Table 84 shows the extent of discharge without cause in Maine.

TABLE 84 EXTENT TO WHICH PATROLMEN MAY BE DISMISSED FROM PROBATIONARY PERIOD WITHOUT SHOWING CAUSE

Population group	Number of municipalities in group*		May be dismissed	May not be dismissed
1- 2,500	22	(10)	6	4
2,501- 5,000	39	(25)	15	10
5,001-10,000	20	(17)	10	7
10,001-15,000	9	(9)	7	2
15,001-20,000	3	(3)	2	1
20,001-25,000	3	(3)	2	1
25,001-50,000	2	(2)	1	1
50,001 & over	1	(1)	1	
Total	99	(70)	44	26

\*Number in parenthesis indicates number of respondents in class.

Many police administrators, however, may regard an appointment as permanent when the appointee begins his work. Good civil service law or other regulations will allow probationers to be discharged if the appointing authority decides that their performance and/or conduct warrants such action.

The probationary period may be a meaningful part of the selection process. To be so it must be of at least a one-year duration. Further, the police administrator must be able to discharge an unsuitable person provided the circumstances warrant such action.

Recommendation No. 22 THAT MUNICIPALITIES PROVIDE A ONE-YEAR PROBATIONARY PERIOD FOR ALL POLICE APPOINTEES AND THAT THE APPOINTING AUTHORITY BE PERMITTED, DURING THIS PERIOD TO DISCHARGE THOSE OFFICERS FROM POLICE EMPLOYMENT WHO ARE CONSIDERED UNSUITABLE FOR PERMANENT POLICE SERVICE.

The prime element in police service is personnel. Municipalities should take the following steps of adopting minimum standards for recruitment.

Recommendation No. 23 THAT MUNICIPALITIES ADOPT THE FOLLOWING MINIMUM STANDARDS FOR RECRUITMENT:

An applicant

- (1) must be a United States citizen;
- \*(2) must have attained the age of 18;
- (3) must be fingerprinted and a search made of local, state and national fingerprint files for disclosure of any criminal record;
- (4) must have graduated from high school or passed the General Education Development test indicating high school graduation level;
- (5) must complete a general information test with an average minimum score;
- (6) must possess a height between 5'6" and 6'4";
- (7) must weigh in proportion to height as determined by a physician;
- (8) must be examined by a licensed physician or surgeon. Only those applicants found to be free from any physical, emotional or mental condition which might adversely affect performance of duty as a peace officer shall be eligible for appointment. The applicant's declaration of medical history and the physician's findings through examination shall be recorded in a personnel file.
- (9) must pass a physical proficiency test;
- (10) must be examined by a psychologist and by a psychiatrist if nervous or personality disorders are exhibited;
- (11) shall not have been convicted by any state or by the federal government of a crime, the punishment for which is imprisonment in a federal or state penitentiary;
- (12) shall be of good moral character as determined by a thorough background investigation; and
- (13) shall be interviewed orally by the hiring authority or its representative to determine such things as the applicant's appearance, background, and ability to communicate.

\*If enacted by legislation.

## CHAPTER VI

### THE TRAINING ROLE

Police employment is becoming such a complex vocational pursuit that the need for more and better training from the post-induction level to the university level is essential for an increasingly large number of officers and for an increasingly large number of departments.

#### Basic Definitions

The word "training" must be defined for the purposes of this work because it has numerous connotations, implications, and possible definitions. At the outset it must be clear how this word and related terms are to be used.

It is difficult to determine what the term "training" really means but if it could be understood as that learning required to enable one to perform effectively in his vocation, a frame of reference would be established. In any event, training should be viewed differently from education which might be considered as learning in the abstract and for its own sake. To emphasize this definition, training should be considered as that learning required for employees to increase skills or professional knowledge. These skills and professional knowledge must be directly related to the performance of the mission. In this context the training of police officers must help increase competence in law enforcement. It must create a proper job attitude regarding the information and knowledge applied in daily work. Finally, training must be related to specific jobs. This is what training means as the term is

used here. Other programs will be considered which would allow policemen to participate in educational programs having no direct bearing on work assignments.

The four principal types of training and educational programs for law enforcement officers are basic recruit training, advanced in-service training, specialized in-service training, and university education in police-related disciplines. Each of these has its proper role, but a subsequent analysis will attempt to show the extent, merits, and shortcomings of these types of organized learning programs.

#### General Considerations

As personnel turnover rates remain high and the need for more specialized training is considered essential, the requirement to develop and conduct courses of instruction is clear. Bruce Smith, in his survey of American policing, states that

completion of the training course for recruits and the modicum of experience acquired during a probationary period still fall far short of desirable objectives in professional police training. Additional practical experience can be acquired through mere lapse of time in police service, but supplementary theoretical training in various police specialties can be secured only through formal schooling. The progress made by municipal police forces in this respect is not impressive in either bulk or quality.<sup>1</sup>

Certainly, with respect to the quantity of recruit training in Maine, the experience is typical of Smith's statement. Forty-four departments

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<sup>1</sup> Bruce Smith, Police Systems in the United States (New York: Harper, 1960), p. 152.

do not require the completion of a recruit course for new policemen.<sup>1</sup>

Organized training is the means by which police officers acquire the knowledge and skill requisite to the effective accomplishment of their jobs. In developing any program of instruction for police, consideration must be given to the level of education and training attained by the individual, both prior to induction and after, as well as the precise objectives of the department.

In order to insure that the instructional program will assist in attaining the department's goals, the chief must play a direct and leading role whether he actually coordinates the training program or not. Table 85 shows the number of municipalities in which training programs are coordinated by the chief administrator or others.

TABLE 85 PERSON ADMINISTERING OR COORDINATING TRAINING

Population group	No. of municipalities in group*	Chief administrator	Civilian police official	Captain	Lieutenant	Sergeant	Other
1- 2,500	22 (7)	4	1			1	1
2,501- 5,000	39 (31)	29					2
5,001-10,000	20 (18)	13			2		3
10,001-15,000	9 (9)	8				1	
15,001-20,000	3 (3)	1		1	1		
20,001-25,000	3 (3)	1		2			
25,001-50,000	2 (2)	1		1			
50,001 & over	1 (1)				1		
Total	99 (77)	57	1	4	4	2	6

\*Number in parenthesis indicates number of respondents in class.

<sup>1</sup>See Table 92 post.

Of 77 departments reporting, 57 indicate that the chief was, in fact, the person administering or coordinating the training program. However, even in the other departments the chief should give adequate attention to training activities to provide the general supervision that training requires. Table 86 shows the per cent of an official's time which may be devoted to coordination of training activities.

TABLE 86 PORTION OF TIME DEVOTED TO TRAINING

Population group	No. of municipalities*	No. of administrators	Ave. per cent of time in training
1- 2,500	22 (8)	8	1
2,501- 5,000	39 (24)	24	15
5,001-10,000	20 (17)	17	8
10,001-15,000	9 (9)	9	2
15,001-20,000	3 (3)	3	5
20,001-25,000	3 (3)	3	5
25,001-50,000	2 (2)	2	10
50,001 & over	1 (1)	1	Not given
Total	99 (67)	67	
State average			9.6

\*Number in parenthesis indicates number of respondents in class.

A training official spends on the average 9.6 per cent of his time on training activities alone. The range is from one per cent in municipalities under 2500 population to 15 per cent in municipalities from 2,501-5,000 population.

It must be clearly understood that each chief of police is himself responsible for those things his policemen do or fail to do. Proper training, then, can be considered the key to effective law enforcement.

Recommendation No. 24 THE CHIEF OF POLICE ACTIVELY PROVIDE THE OVERALL DIRECTION IN TRAINING MATTERS AND IF THE COORDINATION OF TRAINING IS DELEGATED TO ANOTHER PERSON, THE CHIEF BE RESPONSIBLE, ACCOUNTABLE, AND PROVIDE THE NECESSARY GUIDANCE FOR TRAINING FUNCTIONS.

#### Obstacles to Police Training

Police training in Maine is impeded partly by lethargy, partly by lack of municipal ability, funds, facilities and equipment, but as importantly by a lack of any central coordinating effort. On the one hand agencies have not attained current authorized levels of personnel strength while on the other they may be operating below a desired strength level for providing a sufficient training effort.<sup>1</sup> Table 87 portrays the facilities which departments have or may utilize. Relatively few have all the proper facilities for the conduct of police training.

It is recognized that all police agencies cannot conduct quality training in all aspects of law enforcement effectively nor would it be desirable for departments with few policemen to do so -- it would be a waste of time and talent. Each department, however, must recognize the

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<sup>1</sup>See Tables 4 through 8, ante.

# CONTINUED

## 2 OF 4



TABLE 87 FACILITIES AVAILABLE TO DEPARTMENTS

Population group	Number in group	Class-rooms		Gymnasiums		Auditoriums		Indoor range		Outdoor range		Police library		Driving course	
		Number reporting	Number with facility	Number reporting	Number with facility	Number reporting	Number with facility	Number reporting	Number with facility	Number reporting	Number with facility	Number reporting	Number with facility	Number reporting	Number with facility
1-2,500	22	5	4	5	3	3	1	6	3	6	5	6	5	4	1
2,501-5,000	39	15	11	11	6	12	8	8	2	10	6	9	3	7	1
5,001-10,000	20	11	7	9	6	9	7	9	3	8	4	7	3	7	
10,001-15,000	9	8	5	7	1	8	2	0		9	5	8	3	7	
15,001-20,000	3	1	1	0		0		0		0		1	1	0	
20,001-25,000	3	2	1	1		1	1	1		2	1	1	1	1	
25,001-50,000	2	2	2	2	1	1		1		1	1	1	1	1	
50,001 & over	1	1	1	1	1	1	1	1	1	1	1	1	1	1	
Total	99	45	32	36	18	35	20	33	9	37	23	32	11	28	1

need for quality training of its agents and provide the means to enable its officers to attend courses of instruction designed to equip them with the skills and knowledge necessary to the performance of their duties.

To accomplish this, a proper training budget is necessary. Table 88 shows the training budget and the percent this represents of the total budget of Maine municipalities.

TABLE 88. TRAINING BUDGETS AS PERCENT OF TOTAL DEPARTMENT BUDGET

Population group	Number of municipalities in group*	Median	Mean	Range	Percent of total budget
1- 2,500	22 ( 2)	\$ 750	\$ 750	\$ 500-1,000	5.5
2,501- 5,000	39 (13)	200	262	100- 700	1.1
5,001-10,000	20 (11)	300	483	250-1,500	0.7
10,001-15,000	9 ( 7)	500	876	200-2,500	0.8
15,001-20,000	3 ( 2)	1,500	1,500	1,000-2,000	0.8
20,001-25,000	3 ( 2)	2,000	2,000	1,800-2,200	0.8
25,001-50,000	2 ( 2)	500	500	500- 500	0.1
50,001 & over	1 ( 1)	2,000	2,000	+	0.2
Total	99 (40)				
State		350	659	\$ 100-2,500	1.1

\*Number in parenthesis indicates number of respondents in class.  
+Not meaningful.

Among the 40 respondents, the average budget allocated for training was 1.1% of the total budget. The table also shows very clearly that the smaller departments have a larger percent of their total budget

allocated to training. The International City Managers' Association recommends that one per cent of the total annual police budget be set as a goal for police training funds.<sup>1</sup> This cannot be considered an unrealistic or unwarranted objective.

Recommendation No. 25 THAT POLICE ADMINISTRATORS SET ONE PER CENT OF THEIR TOTAL ANNUAL BUDGET AS THEIR GOAL FOR TRAINING FUNDS.

Should the conduct of training on a statewide basis become a reality municipalities would still need funds for travel, lodging, and subsistence in connection with the training effort. While most training would be coordinated at the state level some training would be required at the departmental level. In any event, if a sufficient training allocation is provided, the police administrator is better able to cope with rising costs incidental to training.

Recruit training is provided in 38 per cent of Maine's municipalities with organized police forces. Figure 7 shows a distribution by population groups of the per cent of municipalities providing or not providing recruit training.

<sup>1</sup>International City Managers' Association, op. cit., p. 177.



EXTENT TO WHICH DEPARTMENTS REQUIRE NEWLY APPOINTED MEN  
TO ATTEND AND COMPLETE A RECRUIT SCHOOL

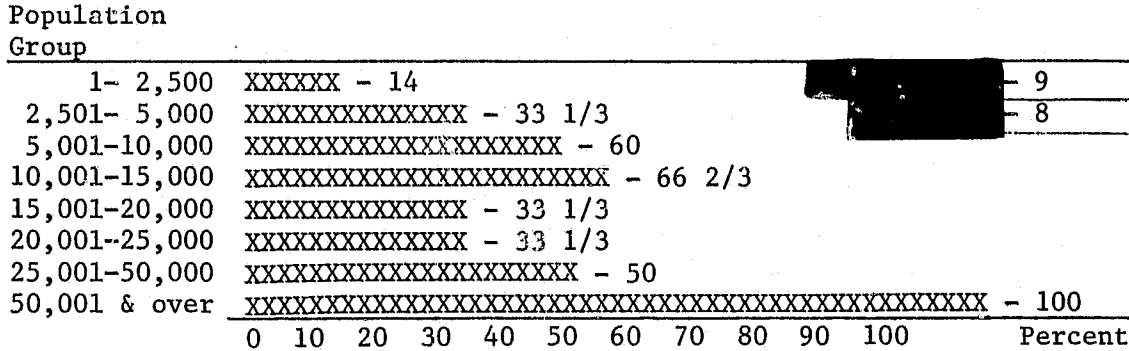
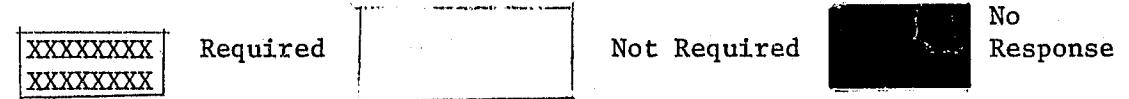


Fig. 7 Percent of Number of Municipalities Providing Recruit Training



Although the majority of these communities do not themselves provide recruit training, 46 per cent do send recruits to another agency for training and only 15 per cent do not formally train recruits. Fig. 8 portrays the percent of municipalities providing recruit training with another municipality.

DEPARTMENTS NOT CONDUCTING RECRUIT TRAINING WHICH SEND RECRUITS  
TO ANOTHER AGENCY FOR TRAINING

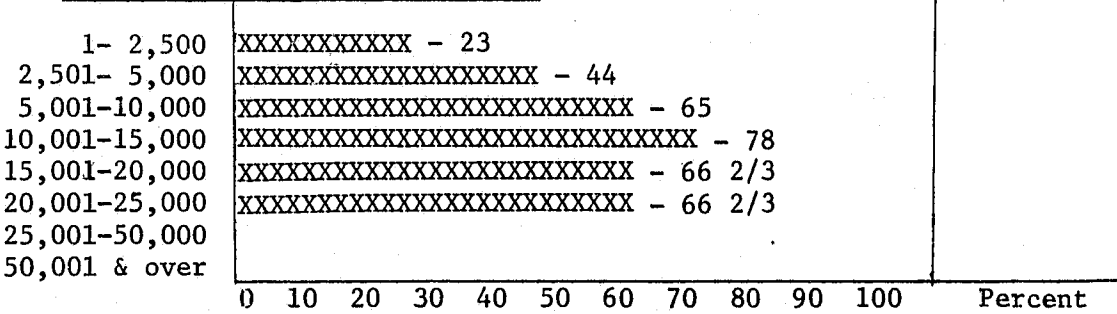


Figure 8 Percent of Number of Municipalities Sending Recruits Elsewhere to be Trained

These data are compatible with the data shown in Table 89 indicating 87 per cent of the chiefs favor recruit training.

TABLE 89 SUPPORT FOR RECRUIT TRAINING BY POLICE ADMINISTRATORS

Population group	Number in group	Number reporting	Favor training program	Not favoring training program	Number reporting	Favoring mandatory programs	Favoring voluntary program
1- 2,500	22	19	15	4	15	13	2
2,501- 5,000	39	36	35	1	35	33	2
5,001-10,000	20	20	19	1	19	17	2
10,001-15,000	9	9	9		9	9	
15,001-20,000	3	3	3		3	3	
20,001-25,000	3	3	3		3	3	
25,001-50,000	2	2	2		2	2	
50,001 & over	1	1	1		1	1	
Total	99	93	87	6	87	81	6

In addition, however, six chiefs did not favor any kind of training. These six chiefs represent small municipalities where any formal or organized training program would detract from regular protection and traffic control duties. Whether these chiefs actually considered training to be undesirable is difficult to know. Eighty-one of the chiefs said they favored a state-wide mandatory training program rather than a state-wide voluntary system, while 90 of the chiefs believe that a central agency would be best qualified to coordinate training activities in the state.

TABLE 90 POLICE ADMINISTRATORS CONSIDERING A CENTRAL AGENCY BEST QUALIFIED TO COORDINATE TRAINING ACTIVITIES

Population group	Number of municipalities in group*		Yes	No
1- 2,500	22	(16)	16	1
2,501- 5,000	39	(37)	36	
5,001-10,000	20	(20)	20	
10,001-15,000	9	(9)	9	
15,001-20,000	3	(3)	3	
20,001-25,000	3	(3)	3	
25,001-50,000	2	(2)	2	
50,001 & over	1	(1)	1	
Total	99	(91)	90	1

\*Number in parenthesis indicates number of respondents in class.

Eighty-three chiefs would support and enroll recruits if a central recruit school were provided. (See Table 91.) The evidence overwhelmingly supports a coordinating agency without which many of the small departments could not provide quality police training.

Another training obstacle may be ignorance by Maine police administrators that municipalities in some states may be sued successfully for the tortious acts of their police where it has been asserted that such acts resulted from inadequate training which is a municipal responsibility.<sup>1</sup>

TABLE 91 POLICE ADMINISTRATORS WHO WOULD SUPPORT AND ENROLL RECRUITS IF A CENTRAL RECRUIT SCHOOL WERE PROVIDED

Population group	Number of municipalities in group*		Chiefs support- ing central school	Chiefs not supporting central school
1- 2,500	22	(15)	15	2 1
2,501- 5,000	39	(34)	32	
5,001-10,000	20	(20)	19	
10,001-15,000	9	(9)	9	
15,001-20,000	3	(2)	2	
20,001-25,000	3	(3)	3	
25,001-50,000	2	(2)	2	
50,001 & over	1	(1)	1	
Total	99	(86)	83	3

\*Number in parenthesis indicates number of respondents in class.

<sup>1</sup>James P. Murphy, Is the Municipality Responsible for Insufficiently Trained Police, Bureau of Public Administration, University of Maine, Orono, 1968.

These obstacles may be some of the contributing factors to a lack of effort expended for training. One thing, however, is reasonably certain. If proper coordination for training at the state level becomes a reality much of the training burden will be partially removed from many chiefs who probably cannot provide properly for training.

#### The Conduct and Coordination of Training Activities

Only the largest departments can provide for their officers' training and the smaller departments generally do not or cannot provide or justify quality training. This is evidenced by 80 respondents, of whom only 19 conducted training for their recruits. A legislatively authorized state commission is probably the only agency which could successfully formulate and coordinate a training program based on the recommendations contained in this work.

This Law Enforcement Training Council would work toward two goals: (1) establishing, coordinating, and conducting training programs for local police agencies and (2) establishing and upgrading minimum standards for recruitment. These two major functions would be supervised by a professional administrator hired by the Council. The functions of the Council and role its members would play will be discussed later.

Without removing control of personnel and training matters from local agencies, the council and its executive director can help to establish adequate personnel selection standards and to provide quality instructors in police training.

Commissions on police officers' standards and training now exist in 28 states.<sup>1</sup> Only in seventeen states do the councils or commissions have the power to establish mandatory standards and/or to provide mandatory courses of instruction. If properly constituted by legislative enactment, a state council could play a significant role in the process of upgrading law enforcement.

Three possible plans for establishing a council in Maine have been formulated.

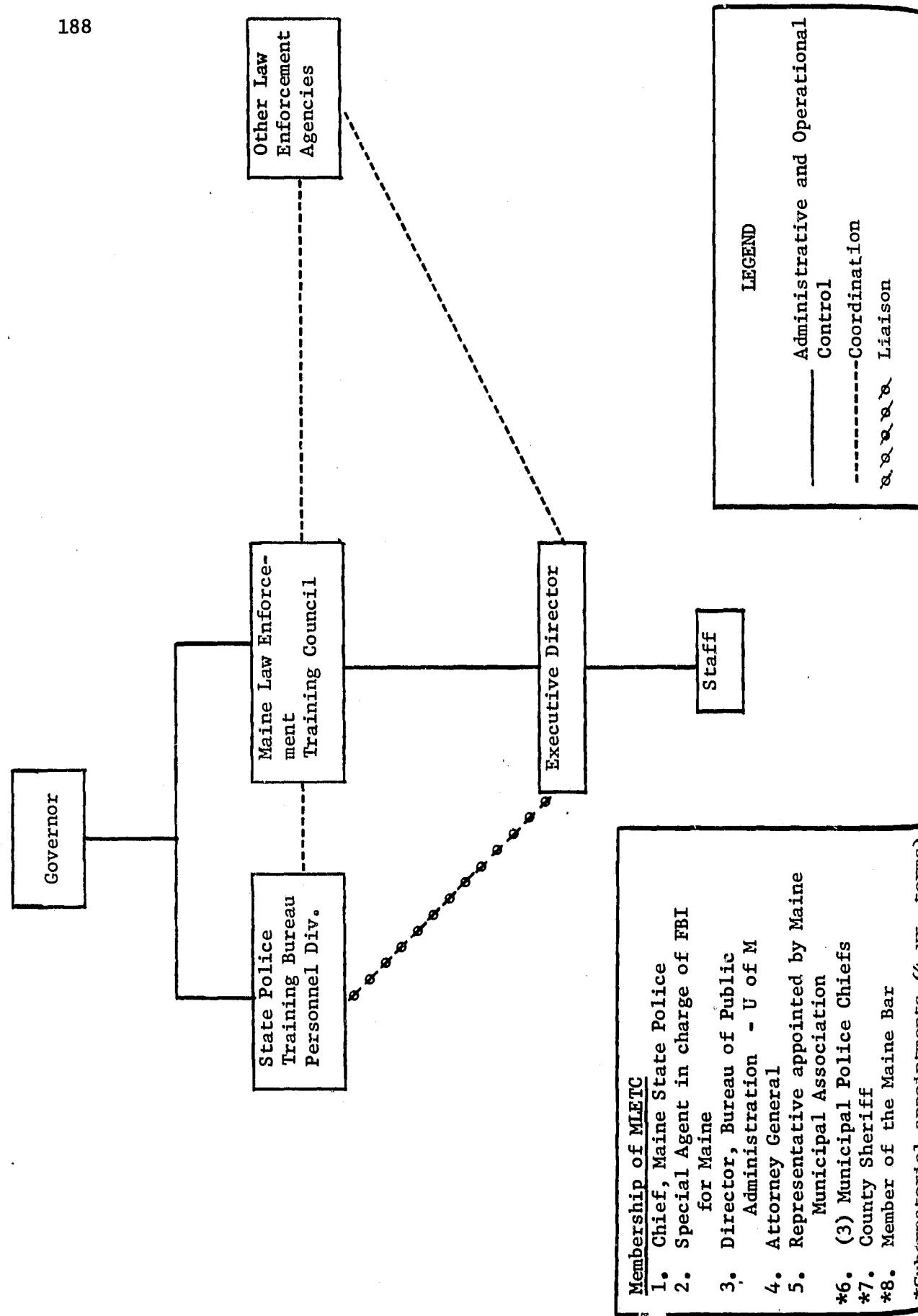
Plan 1 would provide for a legislatively authorized council with powers to:

1. conduct police training programs;
2. establish guidelines for minimum educational and training standards for admission to employment as a full-time officer;
3. certify police officers meeting minimum educational and training standards;
4. establish curriculum requirements for basic and advanced courses and other programs for schools operated by or for the state for the specific purpose of training law enforcement officers;
5. approve institutions and facilities for training police officers;
6. accept grants and enter into contracts with the federal government or other public or private agencies to do such things as may be necessary and incidental to the execution of its authority;
7. employ an executive director and such other personnel as may be necessary to the performance of its functions;
8. assist in the maintenance of training programs by such agencies and institutions as the council may deem appropriate.

Figure 9 portrays a coordination chart for Plan 1.

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<sup>1</sup>See Appendix H.



The secretariat function in this plan would be carried out by an executive director employed by the Council to carry out its policy. (See Appendix I for a legislative draft.)

Plan 2 would create a legislatively authorized council with the same powers as provided for in Plan 1; however, the secretariat function would be assumed by the Bureau of Training of the Maine State Police Personnel Division. The Training and Tactical Officer would act as principal agent or coordinator. Figure 10 depicts this plan while Appendix J suggests necessary legislation.

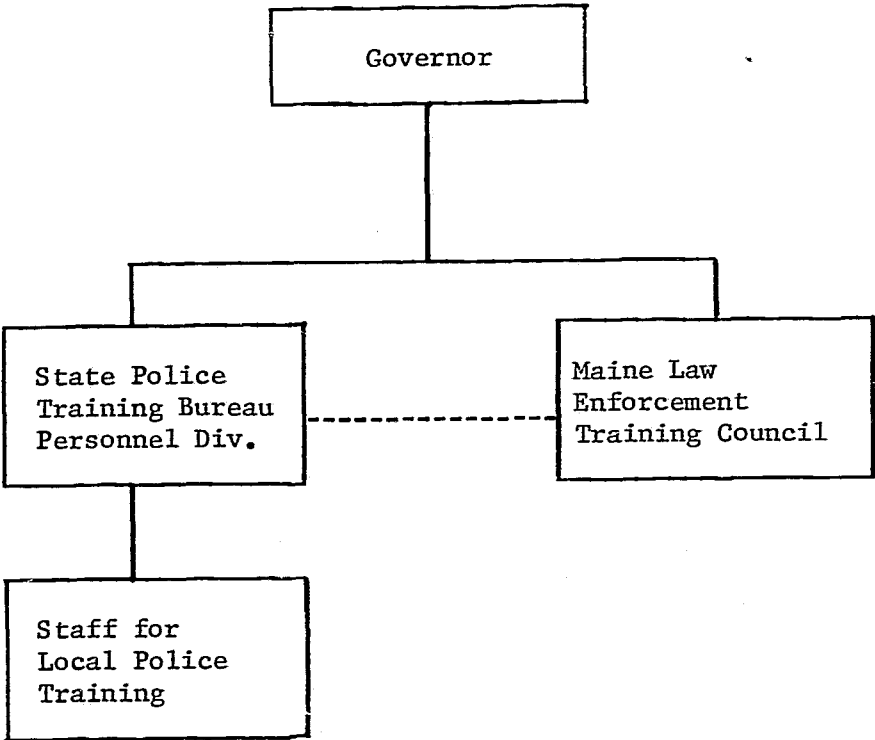
Plan 3 would enable the presently constituted Maine Municipal Police Training Council to opt for the State Police to conduct training while they, the Council, retained the policy making role as set forth in Plan 1. Figure 11 shows this coordination scheme.

The legislatively authorized council in Plan 1 would begin its work by selecting an imaginative and professional person with law enforcement experience and, desirably, a person with a law degree or an advanced degree in the social sciences. This executive director of the Maine Law Enforcement Training Council and a full-time secretary would be located within the Maine State Police Personnel Division's Bureau of Training. No requirement would then exist for a new physical location. Only a minimal expenditure would be required for office equipment, supplies,

Figure 10

COORDINATION CHART

Plan 2

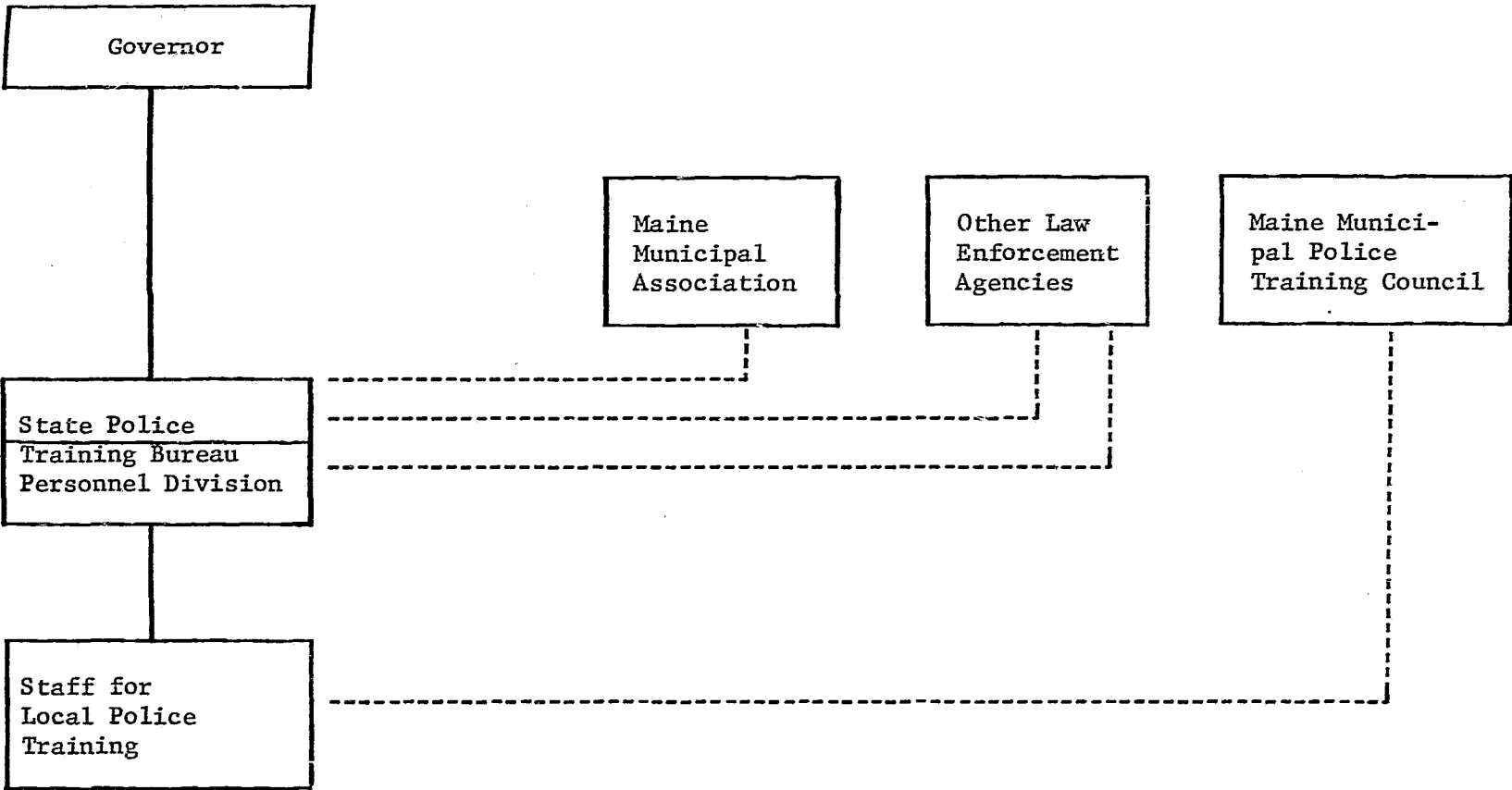


LEGEND

—	ADMINISTRATIVE AND OPERATIONAL CONTROL
- - -	Coordination

COORDINATION CHART

Plan 3



LEGEND

—	Administrative and Operational Control
- - -	Coordination

telephone charges, use of automobile and other travel expenses. At the Bureau of Training the necessary coordination could be established between and among the state law enforcement agencies. The State Police have a training facility near the headquarters which could be available for the training of local police. Close coordination with the State Police would be necessary, however, as they utilize the facility for training. Much of the training could be conducted there. If training of local police were to be conducted elsewhere, equipment for use in the facility could easily be transported to the area of training.

This proposal has one very serious limitation and that is that whoever is selected to be the executive director must be an individual who has a broad perspective on law enforcement training and one, importantly, who has a cooperative disposition. Nothing could be more harmful than an executive director unable or unwilling to understand his role as dictated by the Council, or unable or unwilling to cooperate with the State Police, or both. Plan 1 would require an annual appropriation of \$50,000. This plan has been fully discussed with the Executive Director of the Maine Municipal Association and with the Director of the Personnel Division of the Maine State Police.<sup>1</sup> Both agree that such a proposal would be a viable solution.<sup>2</sup>

In Plan 2 the legislatively authorized council would function basically the same as in Plan 1; however, coordination of its policy

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<sup>1</sup>Conference with Mr. John L. Salisbury, Executive Secretary, Maine Municipal Association, and Mr. Bernard K. Holdsworth, Captain, Maine State Police and Director, Personnel Division.

<sup>2</sup>See Appendix K.

for professional training would fall to the Maine State Police Personnel Division's Bureau of Training. Certainly the Training and Tactical Officer at the Bureau possesses the necessary expertise to supervise this job; however, there are two possible disadvantages to this plan. First, the success of wholehearted cooperation between municipal police chiefs and the State Police in a training effort is very problematical. There certainly is no factual evidence to document this uncertainty, but subjectively it appears that such a proposal based on voluntary cooperation may not be a workable plan as there appears to be some misunderstanding among chiefs in the larger municipalities of their prerogatives and function vis-a-vis those of the Maine State Police. Secondly, if the Training and Tactical Officer is to act as the agent for the Council, his first allegiance would be to the State Police and not to the Council. There isn't necessarily any reason to believe that such a proposal would not work or to believe that the training officer could not do both jobs but this plan does not provide for the clear cut lines of authority and delegation of work that is suggested in Plan 1. Under Plan 2 it is conceivable that the Council could be reduced to the level of an advisory board rather than a policy-making board with the power to enforce its will. It is difficult to believe that Plan 2 would cost much less than Plan 1. The personnel in the State Police Bureau of Training are fully committed to their duties so that additional personnel would be needed to inaugurate Plan 2. The Director of the Personnel Division of the Maine State Police indicated that such a proposal would be acceptable to the State Police but that one additional State Police officer and an additional secretary would be required. Obviously then, there would be little difference in cost between Plan 1 and Plan 2.

It is interesting to note that only in Colorado does the State Police or Highway Patrol as it is called there administer the state training program. In all other states which have central training coordination a separate agency has been created to oversee training activities.

Plan 3 assumes that no legislatively authorized council is to be created; therefore, the presently constituted Council could opt to have the State Police coordinate local police training. It appears that the State Police, with a full-time professional training staff already created, would be able to provide central coordination in all law enforcement training.

In all of these plans, facilities could be provided at State Police Headquarters which could make them operational in a relatively short period of time. The headquarters has within it the State Police Training function with a professional staff coordinating training. A police library with its cataloging and shelving would not have to be planned, executed, and maintained as one exists at State Police Headquarters. The advantages of professional association in police training activities should be apparent and should bear upon consideration being given to the entire effort being located at State Police Headquarters. From the foregoing analysis, it appears the most viable solution would be Plan 1.

Recommendation No. 26 THAT THE LEGISLATURE ENACT LAW ENFORCEMENT TRAINING LEGISLATION PROVIDING FOR A COUNCIL AND AN EXECUTIVE DIRECTOR.

### The Role of the Law Enforcement Council

Operating within the framework of the suggested legislation, an important early step for the Council is the establishment of basic minimum standards applicable to the organized departments. It is recognized that the Council would only act as an advisory body regarding such matters. Any recruitment and training standards promulgated by the Council should be minimum desired standards. Not all municipalities, however, may meet the minimum standards.

A basic step in establishing training programs is to develop or approve a curriculum and to determine the minimum number of hours required for each subject. Standards must be established for facilities, course materials, classroom techniques and aids, and qualifications for instructors.

### The Role of a Training Coordinator

Nothing will contribute more to police training and the development of police recruit standards than the permanence and continuity afforded by a full-time professional devoting his attention to such matters. All three plans as previously described would provide for the professional direction and the permanence and continuity so necessary in this effort. The training coordinator does not prescribe the training programs and establish recruitment standards. His function is to advise the Council of the desirability of proposals and then to carry out the decisions of the Council.

The coordinator's major duties and responsibilities are:

1. draft and recommend rules and regulations for the administration of the enabling legislation including the authority to ask for the submission of reports and information by police departments;
2. propose minimum educational and training standards for admission to employment as a police officer;
3. certify persons qualified to be police officers after the successful completion of a recruit school;
4. establish minimum curriculum requirements for recruit and advanced courses and programs for schools operated by or for the state;
5. consult and cooperate with municipalities, counties, agencies of the state and with other institutions concerning the development of police training schools and programs or courses of instruction;
6. approve institutions and facilities for school operation by or for the state for the purpose of training police recruits and police officers;
7. make, or request the Council to sponsor, studies in aspects of police administration;
8. enter into contracts or do such other things as may be necessary to the accomplishment of the job;

Not the least of the responsibilities of a training coordinator would be convincing local governmental bodies and law enforcement officials of the desirability of undertaking innovations and helping to put these innovations into effect.

Such is the role of the coordinator. To be effective he must receive the support of local police chiefs. Ninety per cent of the chiefs indicated that a central agency would be best qualified to coordinate training activities in the state. (See Table 90, ante.)

Recommendation No. 27 THAT A CENTRAL AGENCY BE ESTABLISHED FOR THE ADMINISTRATION OF STATEWIDE POLICE TRAINING ACTIVITIES.

### Basic Recruit Training

Before a police recruit can perform general police tasks he must have acquired a wide field of knowledge. It is unlikely that many police recruits will have had prior or in-service training and more unlikely that these recruits will have had prior police experience since most other occupations are different from police work.

Before embarking on a proposal for recruit training it is necessary to gain an understanding of current practices among the various departments.

Table 92 shows the number of departments requiring the completion of recruit school as an employment condition.

TABLE 92 EXTENT TO WHICH DEPARTMENTS REQUIRE NEWLY APPOINTED MEN TO ATTEND AND COMPLETE A RECRUIT SCHOOL

Population group	Number of municipalities in group*	Require completion of recruit school	Do not require completion of recruit school
1- 2,500	22 (13)	3	10
2,501- 5,000	39 (31)	13	18
5,001-10,000	20 (20)	12	8
10,001-15,000	9 (9)	6	3
15,001-20,000	3 (3)	1	2
20,001-25,000	3 (3)	1	2
25,001-50,000	2 (2)	1	1
50,001 & over	1 (1)	1	
Total	99 (82)	38	44

\*Number in parenthesis indicates number of respondents in class.



It is apparently common for departments to hire policemen without any requirement that they attend and complete a recruit course. There may be two reasons. First, in small municipalities the newly appointed officer may be the only officer or one of few officers. In this case he may be qualified or well trained; therefore, he may not need or require a recruit course. Second, even in the largest municipalities a newly appointed officer may have had recruit training and experience elsewhere. These factors must be kept in mind in evaluating Table 92 which shows that 44% of the departments do not require newly appointed men to attend and complete a recruit course.

It is significant to note that only 19 departments actually conduct recruit training. The three largest departments conduct training and some others indicate that they do as well. Unless the smaller municipalities are cooperating with other jurisdictions in this training effort it is difficult to see just how training of a sufficient quantity and quality can be carried on concurrently with other necessary law enforcement work. It is questionable then that the small departments can train their officers effectively.

Forty-six per cent of the departments send their recruits to some other agency to be trained. This is further evidence that police administrators would favor another agency training their recruits. It also tends to indicate that police administrators realize their limitations and seek the best available training for their officers. Significant is the fact that the agencies sending their recruits to another agency to be trained represent, for the most part, small municipalities.

The extent to which recruit training is conducted only for recruits is shown in Table 93.

TABLE 93. EXTENT TO WHICH RECRUIT TRAINING IS CONDUCTED ONLY FOR RECRUITS

Population group	No. of municipalities in groups*		Recruits only	Recruits and others
1- 2,500	22	(1)		1
2,501- 5,000	39	(8)		8
5,001-10,000	20	(3)	1	2
10,001-15,000	9	(2)	1	1
15,001-20,000	3	(1)		1
20,001-25,000	3	(1)	1	
25,001-50,000	2	(1)	1	
50,001 & over	1	(1)	1	
Total	99	(19)	5	13

\*Number in parenthesis indicates number of respondents in class.

Though only 5 departments adhere to this practice it is thought to be the best practice. A recruit needs a more fundamental background than senior officers. To conduct recruit and advanced courses together defeats the purpose of both. Table 94 points out the extent to which advanced training is given recruits in lieu of recruit training.

TABLE 94 EXTENT TO WHICH RECRUITS ATTEND ADVANCED TRAINING IN LIEU OF RECRUIT TRAINING

Population group	No. of municipalities in groups*		May attend other training	Do not attend other training
1- 2,500	22	(13)	5	8
2,501- 5,000	39	(27)	17	10
5,001-10,000	20	(19)	14	5
10,001-15,000	9	(9)	5	4
15,001-20,000	3	(3)	3	
20,001-25,000	3	(1)	1	
25,001-50,000	2	(2)	2	
50,001 & over	1	(1)		1
Total	99	(75)	47	28

\*Number in parenthesis indicates number of respondents in class.

Forty-seven departments indicated that their recruits do attend other training in lieu of recruit training. This practice is not considered appropriate or adequate for the needs of the individual or the department. The following table shows that 41 of the departments indicated that recruits received advanced training.

TABLE 95 TYPES OF TRAINING CONDUCTED FOR RECRUITS IN LIEU OF RECRUIT TRAINING

Population group	No. of municipalities in groups*		Advanced	Specialized in service training
1- 2,500	22	(5)	4	1
2,501- 5,000	39	(16)	14	2
5,001-10,000	20	(14)	13	1
10,001-15,000	9	(5)	4	1
15,001-20,000	3	(3)	3	
20,001-25,000	3	(1)	1	
25,001-50,000	2	(2)	2	
50,001 & over	1	(0)		
Total	99	(46)	41	5

\*Number in parenthesis indicates number of respondents in class.

Though advanced training may be better than none it does not provide a new appointee with the rudimentary knowledge so necessary to a basic understanding of law enforcement.

The hours of classroom and field work devoted to recruit training vary considerably among the departments.

TABLE 96 HOURS OF CLASSROOM AND FIELD WORK DEVOTED TO RECRUIT TRAINING

Population group	No. of municipalities in groups*		Classroom work	Field training	Total training
1- 2,500	22	(1)	40	28	68
2,501- 5,000	39	(4)	20	42.25	62.25
5,001-10,000	20	(2)	36	26	62
10,001-15,000	9	(2)	62	40	112
15,001-20,000	3	(1)	30	10	40
20,001-25,000	3	(0)			
25,001-50,000	2	(2)	56	24	80
50,001 & over	1	(1)	155	20	175
Total	99	(13)	55.7	33.9	89.6

\*Number in parenthesis indicates number of respondents in class.

It is difficult to provide any qualitative appraisal to the data shown. However, in quantity it can be seen that among the 13 respondents the total training hours given recruits is 89.6. In terms of quantity this is hardly considered adequate.

If many departments do not conduct recruit training some other agency should do so. Table 97 shows those agencies which offer recruit training to other departments and the extent to which those sponsoring departments pay for all incidental costs.

TABLE 97 NUMBER OF AGENCIES WHICH OFFER RECRUIT TRAINING TO OTHER DEPARTMENTS AND THE EXTENT TO WHICH THE OFFERING AGENCY PAYS FOR ALL INCIDENTAL COSTS

Population group	No. of municipalities in groups*		Do not offer recruit training to other departments	Offer re-cruit tr. to other dept.	Pay in-cidental costs	Do not pay incidental costs
1- 2,500	22	(12)	12			
2,501- 5,000	39	(17)	14	3	3	
5,001-10,000	20	(14)	13	1	1	
10,001-15,000	9	(7)	7			
15,001-20,000	3	(3)	3			
20,001-25,000	3	(0)		1		1
25,001-50,000	2	(1)		1	1	
50,001 & over	1	(1)				
Total	99	(55)	49	6	5	1

\*Number in parenthesis indicates number of respondents in class.

Only 6 departments offer training to 46 other departments.

Table 98 shows the average number of years police experience of departmental instructors who conduct recruit training.

TABLE 98 AVERAGE NUMBER OF YEARS POLICE EXPERIENCE OF DEPARTMENT INSTRUCTORS WHO CONDUCT RECRUIT TRAINING

Population group	Number of municipalities in groups*		Average years experience
1- 2,500	22	(3)	13.3
2,501- 5,000	39	(6)	13.2
5,001-10,000	20	(4)	7.4
10,001-15,000	9	(2)	10.0
15,001-20,000	3	(1)	20.0
20,001-25,000	3	(0)	
25,001-50,000	2	(1)	15.0
50,001 & over	1	(1)	25.0
Total	99	(18)	13.7

\*Number in parenthesis indicates number of respondents in class.

The departments may send some of their instructors to another agency to instruct. Though 13.7 is their average number of years police experience, a question could be asked of the type of experience which these instructors have had and the extent to which they may be qualified in those subjects which they teach. The foregoing analysis of current training practices in Maine provides one with the basis for improving present practice.

In planning a recruit training course care must be exercised to select the subjects that will contribute most to the development of the officers in the time available. If the course is not carefully planned subjects may be given too much or too little attention. The 160-hour basic course, outlined below and fully described in Appendix L is considered a minimum for a police recruit training course. A study of recruit training practices in the other 49 states revealed that 161 hours is the average number of hours devoted to basic recruit training among the 22 states responding to that portion of the study. (See Appendix H.)

STATE OF MAINE

LAW ENFORCEMENT TRAINING COUNCIL

BASIC COURSE - 160 HOURS

SUMMARY

<u>SUBJECTS</u>	<u>HOURS</u>
I. <u>INTRODUCTORY</u>	
1. Registration, Orientation	1
2. Historical Development of Law Enforcement as a Profession	<u>1</u> 2

<u>SUBJECTS</u>	<u>HOURS</u>
II. <u>POLICE AND THE PUBLIC</u>	
1. Ethics and the Law Enforcement Officer	1
2. Creating a Favorable Public Image	1
3. Police and the Minority Group	1
4. Human Relations and Applied Psychology	7
	<u>10</u>
III. <u>LEGAL SUBJECTS</u>	
1. Civil Rights, Constitutional and Statutory	3
2. Court Organization and Procedures in Maine	2
3. Maine Criminal Law	8
4. Laws of Arrest	5
5. Laws of Search and Seizure	5
6. Rules of Evidence	5
7. Statements, Admissions and Confessions	2
8. Jurisdiction of Local, County, State and Federal Agencies	2
	<u>32</u>
IV. <u>TRAFFIC</u>	
1. Traffic Problems and Control	2
2. Acts Regulating Traffic	4
3. Driver Licensing	2
4. Maine Motor Vehicle Laws	5
5. Techniques and Methods of Traffic Law Enforcement	6
6. Accident Investigation and Reporting	8
7. Signals and Gestures in Traffic Control	1
	<u>28</u>
V. <u>CRIMINAL INVESTIGATIONS</u>	
1. General Principles	2
2. Principles of Interviewing and Interrogation	2
3. Collection, Identification and Preservation of Physical Evidence	5
4. Principles of Searching a Crime Scene, including practical problem	4
5. Stolen Motor Vehicles	2
6. Basic Fingerprinting, Including Latent Print Demonstration	3
	<u>18</u>

VI. <u>RECORDS AND REPORTS</u>	
1. Basic Police Record Systems	1
2. Reports and Report Writing	4
3. Traffic Records and Their Uses	<u>1</u>
	6
VII. <u>PATROL PROCEDURES</u>	
1. Proper Use of Police Radio and Communications Systems	1
2. Techniques of Patrol	<u>4</u>
	5
VIII. <u>SPECIALIZED SUBJECTS</u>	
1. Emergency Aid to Persons	8
2. Recognition and Handling of Abnormal Persons	2
3. Crime, Causation and Control	3
4. Juvenile Matters	4
5. Police Control of Crowds and Mob Action	5
6. Techniques and Mechanics of Arrest	4
7. Physical Education, including Defensive Tactics	8
8. Firearms Training	16
9. Testifying in Court	<u>3</u>
	53
IX. <u>EXAMINATIONS</u>	6
	Total 160

For a detailed description of each subject see Appendix L.

To avoid a theoretical appearance the purpose and value of each subject should be explained and related to actual or conceivable experience with which a police officer may be confronted. It is unnecessary and undesirable to require recruits to memorize long passages of written material. What is important is that they understand principles and how to apply them. Methods of presentation ought to be diversified using the lecture, conference, and discussion methods as basic approaches coupled with demonstrations and practical exercises. Mechanical aids such as motion pictures and tape recordings may also be used effectively. There should

be several examinations over the material covered. This tests the recruit and emphasizes to him the need to apply himself seriously.

To appreciate the significance of recruit training those responsible for its planning should, if all municipalities voluntarily participate, expect to provide training for an estimated number of 160 officers.<sup>1</sup>

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<sup>1</sup>There are 762 sworn officers in Maine (See Tables 2 and 3). If the turnover remains at approximately 2.3 officers per department as it was in 1964, 1965, and 1966, one could expect that 122 officers would need training provided none of these had prior police service or had completed some kind of police training program.

In Table 59 it can be seen that 2 officers from each of 52 reporting agencies were recruited and appointed to police service in years 1964, 1965, and 1966. The number of 104 officers does not vary that significantly from the 122 officers previously given. If one were to check this again with the estimate of the numbers of police officers expected to be recruited in the years 1968 - 1975 the number would average 2.3 officers over this 8-year period. (See Table 60). Again as there were 52 respondents the number expected to be recruited from this group would average 120 officers per year. If one were to average the three totals, that is, the number of officers recruited and appointed to police service 52 respondents with 104 officers; and the estimate of the number of officers expected to be recruited 1968 - 1975 52 respondents with 120 officers, the number would average 115 officers per year who could expect to be trained, that is, provided they had not been previously trained at the recruit or in-service level.

Though these figures are based upon slightly more than half of all possible respondents, one must carefully note Table 9 to see that only in the largest municipalities was the response complete. In the population group of 5,000 to 10,000 there was only a 50 per cent response vis-a-vis the possible number of respondents. The next two population groups received a progressively smaller percentage of response. One could not assume that the 2.3 officers in the 54 departments would mean that this same rate would apply to the other 45. The municipalities in the population groups below 10,000 - 15,000 responded at or below 50 per cent. It is these departments, of course, which have fewer policemen, however, the turnover is higher as shown on Table 9.

While an estimate of potential officers has been calculated, the placement of the school needs to be considered. The location of recruit training activities would obviously be a decision made by the Council. To assist in this evaluation some geographical consideration will be given to both a central and regional approach to the matter. During this evaluation it must be remembered that the office of the coordinator would remain in the State Capital and that he would effect all coordination from his office at State Police headquarters no matter where training were conducted.

The State Police Academy is located in Augusta. (See Appendix M for a Location Map). The facility, a self contained temporary wood frame does not require service support from any organization except the State Police. It has ample facilities for providing classroom space, housing and feeding for 50 individuals at one time. The State Police would make the facilities available to include messing for approximately \$17.85 per officer per week. Aside from salaries and travel expenses this weekly rate would be the only cost incurred by the municipality. The central academy for training recruits has certain definite advantages. For one thing the officer is taken away from his home town where the department may want to use his services, or otherwise interrupt his training.

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<sup>1</sup>Footnote (contd)

If the assumption could be made that on the average the other 45 departments might expect to have at least 1 officer leaving police service and recruiting 1 officer in his place then 45 officers annually would be added to the previously cited figure of 115. One officer, on the average, to be recruited for the remaining 45 departments would not appear to be an exaggerated figure. A closer look at Table 9 will show that even in the smallest municipalities the annual turnover rate was more than 1 officer. This addition of 45 officers would mean that an estimate of 160 municipal police officers might need recruit training on an annual basis.

He would at the central facility be away from family and other distracting influences which might impair the quality of his work or lessen the time which should be devoted to independent study. He would be in a barracks environment under controlled conditions and supervised both by state and local senior policemen. Being required to live in such a setting is conducive to good study habits -- habits which every police officer must develop in this age of developing technological and sociological change. It is, however, only at the recruit level of training that this type of controlled living arrangement is advocated.

There is much to be said for the central facility as the training coordinator would need to spend much or most of his time at the location for training during these classes. He also would have to devote time to other phases of his work, namely, advanced and specialized in-service training and to other assignments.

Another approach to the training of recruits is to have three classes conducted at three regional locations. Possible summer locations (mid-June through mid-September) are the four Maine Vocational Technical Institutes, the Southern Maine Vocational Technical Institute in South Portland, the Central Maine Vocational Technical Institute in Auburn, the Eastern Maine Vocational Technical Institute in Bangor, and the Northern Maine Vocational Technical Institute in Presque Isle.

All four directors have agreed to have recruit training conducted at their locations. (The Eastern Maine Vocational Technical Institute will not be available for use until the summer of 1969.) The cost per officer per week would be approximately \$30. This would include housing,

meals, and use of facilities. Classroom space, eating and housing facilities would be limited to about 50 officers per class. The difference in incidental housing and meal costs to municipalities between the central and regional approaches would be negligible and should not be considered significant. It is doubtful that more than 50 recruits in any one class could be accommodated effectively. Therefore, three classes should be considered in scheduling the recruit course. The time of year should also be considered in scheduling. As firearms training would be accomplished outdoors, consideration should be given to fall and spring as proper times for training. Summer is inappropriate as annual departmental leave time is often scheduled. Fall and spring would provide for temperate climate and allow departments a span of time to schedule their recruits. It is recognized that few departments could send a recruit to a basic course before the recruit is actually working at his job. Though it is desirable for the recruit to receive formal training before performing police duties it is recognized that this may be impractical in Maine. The new officer in all probability will work as a member of a department on probationary status until he has at least attended the basic recruit course.

Recommendation No. 28 THAT NO OFFICER BE APPOINTED TO REGULAR POLICE STATUS UNTIL HE HAS SUCCESSFULLY COMPLETED A CERTIFIED BASIC RECRUIT COURSE.

Table 99 shows that 49 of 92 responding police administrators (53 percent) favor the central approach to recruit training, while 35 of the respondents (38 percent) favor the regional approach.

TABLE 99 LOCATIONS WHICH POLICE ADMINISTRATORS FAVOR FOR RECRUIT TRAINING

Population group	Number of municipalities in group*		Central	Regional	Mobile or circuit
1- 2,500	22	(17)	8	7	2
2,501- 5,000	39	(37)	15	17	5
5,001-10,000	20	(20)	14	6	
10,001-15,000	9	(9)	6	2	1
15,001-20,000	3	(3)	2	1	
20,001-25,000	3	(3)	2	1	
25,001-50,000	2	(2)	1	1	
50,001 & over	1	(1)	1		
Total	99	(92)	49	35	8

\*Number in parenthesis indicates number of respondents in class.

It is true, of course, that if recruit training were to be conducted at regional locations that less travel time possibly would be required for officers to return to their municipalities in an emergency.

The advantages to having a central recruit school seem to outweigh the advantage in having officers closer to their own jurisdiction. As the state capital is reasonably central it would appear that training could be well-handled there without an inconvenience to municipalities. Eleven states have the central plan of police training. (See Appendix H.)

Eighty three per cent of the municipal police administrators indicated that they would support and enroll recruits if a central recruit school were to be provided. This evidence overwhelmingly shows that the central plan for recruit training would be supported voluntarily.

If the 160-hour basic course were to be given on a regional basis the training coordinator would not be free to perform his other duties as much of his time would be spent in the regional areas. It must be remembered too that if the training of recruits is to be 160 hours in length and if approximately 160 officers need to be trained annually then this means that roughly three classes of a one-month duration would have to be scheduled.

Recommendation No. 29 THAT THE STATE POLICE ACADEMY IN AUGUSTA BE ESTABLISHED AS A CENTRAL FACILITY FOR THE TRAINING OF MUNICIPAL POLICE RECRUITS.

Many departments would find three classes of the basic recruit course to be desirable. They would then be able to schedule a recruit at their most convenient time. The largest departments would be able to distribute their recruits among the three classes thus imposing no personnel strain on the department.

Consideration ought to be given to one class being conducted from mid-March through mid-April; another during the month of May, and a third being conducted in October.

Recommendation No. 30 THAT THREE BASIC RECRUIT CLASSES BE CONDUCTED DURING A CALENDAR YEAR AND THAT THEY BE SPACED THROUGHOUT THE YEAR AVOIDING BOTH WINTER AND SUMMER MONTHS.

Police officers already serving under permanent appointment who have not completed a recruit course should not be expected to attend and complete a recruit course. Their practical experience should have satisfied such a requirement.

Consideration must also be given to the methods of instruction and quality of the instructors. Nothing could discourage municipalities

any more from sending recruits voluntarily to such a course than for the course to be managed improperly. In this the coordinator will be responsible to see that appropriate methods of instruction are used and that qualified instructors are selected to present materials to the classes. There is no police agency in Maine which has full-time instructors. All instructors then will have to be drawn from the various local, county, state and federal police agencies. This can and should be done. Many local and state police officers in Maine have expertise in certain phases of law enforcement. At an early date the coordinator should attempt to appraise the quality of local department personnel by sending inquiries to the organized departments seeking such information. He would then be in a position to evaluate their degree of experience and possibly their capabilities in teaching. Certain courses, though, should be taught by or with the assistance of civilian specialists. For example, talented instructors from other disciplines should be used for instruction of such specialized subjects as law, psychology, and race relations. The FBI National Academy has long had civilian instructors as part of its visiting faculty. For example, in 1966 the following civilian instructors taught at the National Academy: a professor of psychology, a sociologist, a chief clinical psychiatrist, four judges from various levels of the court system, a professor of history, a physicist, and a chemist to cover the field of criminolistics, a superintendent of schools, and a representative from the news media.<sup>1</sup> This is done on only a limited basis today in Maine departments, although instructors from other disciplines are apparently selected as indicated on Table 100.

<sup>1</sup>Task Force Report: The Police. op. cit., p. 139.

TABLE 100. SOURCES FOR INSTRUCTIONAL STAFF IN RECRUIT TRAINING BY POPULATION GROUPS

Population Group	Number of municipalities in group*	Own police staff	Percentage it represents of all sources	Police staff of other municipal agencies	State police staff	Federal police	Other university professors	Medically trained persons	Local or other legally trained persons	Others
1- 2,500	22 (1)	1	50	1	1				1	
2,501- 5,000	39 (6)	6	74	2	6	1		1	1	1
5,001-10,000	20 (2)	2	75	1	1			1	1	
10,001-15,000	9 (4)	4	87.5							
15,001-20,000	3 (1)		0	1	1			1	1	
20,001-25,000	3 (0)		0							
25,001-50,000	2 (2)	2	75	1	1	2		1	2	
50,001 & over	1 (1)	1	25	1	1	1	1	1	1	
Total	99 (17)	16	73%	7	11	5	1	5	9	1

\*Number in parenthesis indicates number of respondents in class.



Most training courses are taught almost exclusively by lecture method, even though the limitations of such instruction have long been recognized by professional training directors and educators. The extent to which training academies utilize methods of instruction other than the lecture method was reported in a 1966 survey of the National Council on Crime and Delinquency.<sup>1</sup> This survey indicates that many police departments are either unaware of newer educative techniques or do not recognize the need for them.<sup>2</sup> Certainly the best possible techniques should be employed for use in the classroom. It is doubtful, however, that courses could be given in educational methods without a full-time training staff. The coordinator should be aware of this limitation and in his effort to obtain visiting instructors, carefully screen the candidates with a view toward selecting only persons most technically qualified and best able to present materials to a class.

This basic course is very important and should be established before attention is given to any other form of training.

Recommendation No.3: THAT THE BASIC POLICE COURSE BE APPROVED AND ESTABLISHED BEFORE CONSIDERATION IS GIVEN TO OTHER TYPES OF TRAINING.

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<sup>1</sup>Pilot Study of Correctional Training and Manpower, (Department of Health, Education, and Welfare. National Council on Crime and Delinquency and Office of Juvenile Delinquency and Youth Development), 1966.

<sup>2</sup>Ibid.

### Advanced In-Service Training

After the recruit has completed the basic recruit course his learning of practical police matters has really just begun. He will, it is true, have the essentials to equip himself for starting a regular assignment. It is important that the recruit course have left with the new officer an impression that further study is both desirable and necessary. The new officer's on-the-job training for a while after completion of the recruit course will likely be under the guidance and direction of a veteran officer and in the smallest municipalities the chief himself.

Training of recruits should be extended beyond the recruit course to provide a broader knowledge of the practical aspects of law enforcement and to assure that questions and problems arising on their tours of duty are answered satisfactorily. Officers having attended such a centrally administered recruit course should be given supplemental training in their individual departments concerning department policy, applicable local ordinances, local geography, and other useful data pertinent to the municipality.

It is suggested that officers who have not attended and completed the recruit course spend their time prior to enrolling in such a course on the early morning shift receiving full-time on the job training. This may not be possible, however, for officers in the smallest municipalities. The early morning shift is normally least desirable to the experienced officers, it is usually lightest in work load, and it provides the recruit an opportunity to perform police work out of sight of a large segment of the public. For those who have just completed recruit school this same

course of action is suggested. The early morning shift provides a limited opportunity for the officer just completing the recruit course to put into practice those principles taught at the basic course.

Advanced training for veteran officers keeps them knowledgeable about current exigencies and apprises them of new developments in the police field. Changes in police work evolve from changing social thought patterns, legal developments, and scientific advances. These rapidly changing conditions more than ever before require ingenuity and adaptation by the police. Officers must be informed of current developments and training gives the occasion for such information.

Two types of advanced in-service training will be considered -- that planned and conducted by the individual departments and that planned by the state coordinator and Council.

As regards the first, most departments are poorly equipped and staffed to conduct any kind of training other than short lectures and discussions. By these methods some practical departmental training can be accomplished. In the lecture and discussion sessions briefings can be planned to acquaint officers with new ordinances and laws and to refresh officers with existing ordinances and laws. The purpose, effect, and enforcement plan of new regulations must be well presented to avoid confusion. Recent federal and state court decisions and their interpretations must be examined and meaningfully explained. An occasional session can be planned to keep officers informed of the extent and incidence of various types of crimes in the community. Another may be devoted to selective enforcement with an emphasis on how to lower the incidence of particular crimes or misdemeanors that are causing the most trouble in a municipality or that are

impairing the department's prestige or public image. Frequently, a session can be devoted profitably to discussion of new problems facing the police and of complaints received from the public, means of correcting them and progress made since the latest session.

One of the practical benefits to a department from such lectures and discussion sessions may be that officers who have been in the habit of gathering frequently to keep abreast of developments in the law enforcement field may respond more effectively to crises than if they had been unaccustomed to this sort of collective thinking and discussion. They may enthusiastically embrace departmental policies if they feel that they have had a part in developing them through these discussion sessions.

A technique of providing departmental training was inaugurated in the Los Angeles Police Department in the fall of 1948 in the form of a roll call training procedure utilizing printed material to facilitate instruction.<sup>1</sup> It was put into practice by having a short discussion period at roll call time. Later the plan was extended to all divisions and the roll call period was lengthened to allow an uninterrupted training period of 15 minutes a day. It is suggested that municipal departments devote about 15 minutes to the conduct of this sort of roll call training.

Local police administrators should obtain such excellent training aids as "Training Key" or sight-sound films provided by the International Association of Chiefs of Police. These aids serve as superb supplements to short lectures and discussions. Local police administrators could use the roll call training time to present materials applicable to the

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<sup>1</sup>W. A. Worton, Roll Call Training (Los Angeles Police Department) 1949.

local jurisdiction.

Recommendation No. 32 THAT ROLL CALL TRAINING BE INAUGURATED IN LOCAL DEPARTMENTS AT AN EARLY DATE UTILIZING USEFUL TRAINING AIDS.

Fifty-seven per cent of the police chiefs actually administer or coordinate their training activities. Though another individual may coordinate training only the chief can provide the direction so necessary in this important endeavor.

Before leaving those things which would be considered departmental responsibilities in advanced in-service training, a police library must be mentioned. A modest appropriation will suffice to establish an up-to-date collection of fundamental police books. Only 11 per cent of those responding have police libraries. Even among these eleven departments a closer look might be given to the nature and quality of the holdings.

No department should overlook this important aspect of training and education. A selected bibliography of basic literature in the police field, published by the International Association of Chiefs of Police, is a useful guide to establishing a library. While some of the more frequently used books must be kept available for reference purposes, a local department should have no difficulty in working out a loan system for reading and study during an officer's off-duty hours.

Books selected for the library should be classified by major subjects and a classified list should be furnished to all members of the force. A record of loans might also be placed in the officers' personnel folder. In this way the officer may be encouraged to read from the departmental

collection. Such a library also offers opportunity for continuation training of supervisory officers. It provides material for use in promotional examinations. If officers realize that the material contained in promotional exams may come from certain source materials they may read them.

The police administrator should consult with the municipal or other librarians in his jurisdiction in an attempt to upgrade the holdings in police related fields. Should a department not be able to provide a police library a local public or private library may be able to do so.

It is suggested that the library appropriation be placed as an item in the training portion of the total police budget.

Recommendation No. 33 THAT ALL DEPARTMENTS ESTABLISH A POLICE LIBRARY WITH A VIEW TOWARD USING THE MATERIALS FOR DEPARTMENTAL TRAINING AND THE INDEPENDENT EDUCATION OF OFFICERS.

The roll of the state agency in coordinating advanced in-service training may be very broad.

Essentially the coordinator would establish an advanced course and carry forward subjects introduced in the recruit course. Possible subjects are listed below:

Police Tactics  
Patrol Procedures  
Police Procedures  
Civil Cases Reported as  
Criminal Offenses  
Techniques of Investigation  
Penal Code and Related Criminal  
Laws  
Juvenile Control

Photography  
Public Speaking  
Departmental Rules and Regulations  
Reading for Self-Improvement  
Mental Illness (Psychiatry)  
Law of Evidence  
Collection, Preservation, Identification and Storage of Evidence  
Criminal Laboratory and Scientific Aids

Note Taking (field)	Interrogation
First Aid	Crime Prevention and Repression
Typing	(not juvenile)
Raids	Communications
Road Blocks and Covering Plans	Records
Self Defense and Offense Techniques	Report Writing
Firearms, Gas and Explosives	Departmental Orders
Race Relations and Minority Groups	Extradition
Subversive Activities	Supervisory Officer Training
Civil Process and Procedure	Public Relations
Municipal Organization	Jails, Detention and Custodial Care
Installation and Use of Recording	Classification of Prisoners
Devices	Care and Use of Departmental Equipment
Surveillance	Traffic Enforcement
Federal And Military Agencies	Traffic Division Organization
Crowd Control	Traffic Accident Investigation
Civil Disturbance Control	Sources of Police Information and
Mutual Aid	Confidential Informants
Laws of Arrest	Vice
Court Procedure and Conduct	Statements and Confessions
Techniques and Mechanics of	Undercover Investigations
Arrest	
Search and Seizure	
Identification	
Description of Persons	
Description Property	

Advanced in-service training courses should be conducted in regional areas and limited to no more than 5 days per session. To take the state coordinator away from his office for long periods of time would not enable him to perform other duties. Veteran officers, especially with specialized skills, may be unable to absent themselves from their departments for extended periods of time.

The State Police Training Academy and the Maine Vocational Technical Institutes could be used for short advanced in-service training. Directors of these institutions have stated that for limited periods of time their facilities could be made available throughout the year. With the exception of Portland and Bangor, good police classroom facilities do not exist. From the standpoint of housing and meals the State Police Academy and

the Institutes would be equipped to accommodate up to 50 officers at any one time.

It is probably reasonable to assume that if there is to be a regional approach to advanced in-service training that fewer than 50 officers would be expected to attend any one of the sessions.

Cost figures as previously cited would apply to advanced training.

#### Specialized In-Service Training

At some point in time as officers develop experience, progress in advanced in-service training, and show an aptitude and interest in a special phase of police work, they may wish to pursue a study of a specialty such as traffic accident investigation, juvenile problems, techniques in polygraph examination, or laboratory services.

No municipal police agency at present can offer such a specialty course to any of its officers. Whenever a department considered training its officers in such special phases of police work it has sent the officers to institutions or agencies qualified in teaching the specialty. This usually has required payment of registration, tuition, board, lodging, travel and any other incidental costs.

Only a few institutions or agencies offer a comprehensive course of instruction in specialized subjects and attendance at these schools is normally selective.

It may be impractical for the Council to become involved in the training of police specialties. Such training can be very expensive in terms of physical aids and equipment and in terms of qualified personnel

to teach specialized courses.

Recommendation No.34 THAT THE COUNCIL NOT CONSIDER THE ESTABLISHMENT OF SPECIALIZED COURSES THAT CAN BE PROVIDED BY OTHER AGENCIES OR INSTITUTIONS.

A few of the agencies and institutions offering quality specialized courses will be discussed.

To cite an example, the Northwestern University Traffic Institute of Evanston, Illinois offers several short courses and one nine-month advanced course to police traffic officers. The advanced course, covering a full academic year is for officers who will plan and direct traffic control programs. Applicants are selected competitively and each attends on a fellowship or scholarship. It is clear that only applicants from the largest departments would be considered. The Law Enforcement Council could act as a clearing house selecting annually the person or persons most qualified from various municipalities.

The Federal Bureau of Investigation offers its full resources for the training of local law enforcement officers through its National Academy. A candidate to the National Academy must be nominated by his department head and here again it is recommended that the Council screen the applicants from municipal departments. Clearly, it is recognized that the municipalities must cooperate in this effort. To have a single Council coordinated effort in making a recommendation would be very valuable. In this connection, the institution might recognize that the Council would be in an excellent position to assess the total needs of the state.

Numerous agencies and institutions which conduct specialized training could be discussed. Two have been mentioned only to show the diversity of the types of institutions. The state training coordinator could find out what quota could be expected from various institutions, poll the departments which would qualify under the established criteria, seek nominations from municipal department heads and then after classifying the candidates present the nominations to the Council for their approval and recommendations.

#### University Education for Police Officers

In the past few years a number of universities and colleges have offered various courses in criminology. Some courses are designed for undergraduate or graduate students who may be preparing themselves for service in some field of law enforcement. Some of the universities and colleges offer in-service training programs to regular employees of law enforcement agencies. The aim in these in-service programs is to raise police work to a higher vocational level concerned with social issues, human motivation, crime prevention, and techniques of good enforcement.

College level training in law enforcement combines the specialized police courses with liberal arts courses. This training then relates law enforcement techniques and problems to social, political, and economic considerations.

As of August, 1968 there are no colleges or universities in Maine which offer police courses either to regularly enrolled students meeting general college or university requirements or to members of law enforcement

agencies seeking to take non-credit course work. The only institutions of higher education in New England which offer studies in law enforcement, according to a recent survey conducted by the International Association of Chiefs of Police,<sup>1</sup> are Northeastern University in Boston, Massachusetts and St. Anselm's College in Manchester, New Hampshire.

It is unlikely that many police officers could matriculate in the major colleges and universities in Maine. Table 101 shows that 11.7 years of schooling is the average level of education.

TABLE 101 LEVEL OF EDUCATION OF LOCAL POLICE OFFICERS

Population group	No. of municipalities in groups*	10	11	12	13	14	Average
1- 2,500	22 (14)		1	11	1	1	12.1
2,501- 5,000	39 (34)	6	1	22	4	1	11.8
5,001-10,000	20 (20)	1	5	14			11.7
10,001-15,000	9 (9)	1	2	6			11.6
15,001-20,000	3 (3)	3					10
20,001-25,000	3 (3)		1	2			11.7
25,001-50,000	2 (2)			2			12
50,001 & over	1 (1)			1			12
Total	99 (86)	11	10	58	5	2	11.7

\*Number in parenthesis indicates number of respondents in class.

Not all of this education is of the formal type. Even for those who have completed 12 years of formal education or the equivalent, their academic credentials may not permit them to matriculate in schools of

<sup>1</sup>International Association of Chiefs of Police, Police Science Programs in American Universities - Colleges - Junior Colleges. (Washington IACP), 1965.

higher education. What brings the level of education up so high in small municipalities is that many chiefs have been hired from state and federal agencies after their retirement from their agencies. As there are so few men in any of these small departments the fact that just one man may have some education beyond high school tends to show a high general level of education in these departments. To suggest that an all-out effort be initiated to enroll police officers in colleges and universities might be untenable. It may be desirable to have policemen become college educated, but it may be impractical, if not impossible, at the present time.

Only a relatively few Maine departments have educational requirements beyond high school as a prerequisite to entrance. Nationally at least 22 departments, 21 of which are in California, have already established minimum college requirements varying from one semester of college education to a 4-year degree. For example, the San Jose Police Department has had a minimum entrance requirement of 2 years of college since 1957 and the Berkeley Police Department has had the same requirement since 1960.<sup>1</sup> The only non-federal law enforcement agency now requiring that all entering officers' have a 4-year degree is the Multnomah County Sheriff's Department in Oregon.

There is a current and rapidly growing movement among colleges and especially junior colleges to develop degree programs for potential and practicing law enforcement personnel. In 1966, there were 134 degree programs which were oriented toward police service, 100 of which were 2-year degree programs in police science offered at junior colleges.<sup>2</sup>

<sup>1</sup>Donald E. Clark and Samuel G. Chapman, A Forward Step: Educational Backgrounds for Policemen, (Springfield Thomas 1966), p. 21.

<sup>2</sup>"Police Science Programs of Universities, Colleges, Junior Colleges in the United States," The Police Chief, (Washington: IACP., 1966) p. 50.

To encourage the development of such programs, the U. S. Department of Justice, through its Office of Law Enforcement Assistance, has been providing grants to institutions interested in establishing such programs or improving existing ones.

The examination<sup>1</sup> of these two-year programs by the President's commission discloses that many of them are highly vocational in nature and are primarily intended to provide technical skills necessary in performing police work. College credit is given, for example, for such courses as traffic control, defensive tactics and patrol procedures. Although there is a need for vocational training, it is not and cannot be a substitute for a liberal arts education:<sup>2</sup>

The trained man has developed skills and attitudes needed to perform a complex task. The educated man has developed his capacity to judge the worth, the performance, and the excellence of human action.<sup>3</sup>

The extent to which police departments have established educational programs with local schools of higher education is limited.

Table 102 portrays the extent to which educational programs have been established with local schools of higher education and the incidence of such programs leading to a degree.

<sup>1</sup>Task Force Report: The Police, op. cit., p. 127.

<sup>2</sup>Franklin M. Kreml, "The Role of Colleges and Universities in Police Management," The Police Yearbook, (Washington: IACP, 1966) p. 39.

<sup>3</sup>Ibid.

TABLE 102 EXTENT TO WHICH EDUCATIONAL PROGRAMS HAVE BEEN ESTABLISHED WITH LOCAL SCHOOLS OF HIGHER EDUCATION AND INCIDENCE OF SUCH PROGRAMS LEADING TO A DEGREE

Population group	No. of municipalities in group*	Educational programs	Non-educational programs	No. of municipalities reporting	Degree programs	Non-degree programs
1-2,500	22 (11)		11	0		2
2,501-5,000	39 (32)	3	29	3	1	4
5,001-10,000	20 (18)	4	14	4		4
10,001-15,000	9 (9)	4	5	4		4
15,001-20,000	3 (3)		3	0		
20,001-25,000	3 (3)		3	1		1
25,001-50,000	2 (1)	1		1		1
50,001 & over	1 (1)	1		1		
Total	99 (78)	13	65	13	1	12

\*Number in parenthesis indicates number of respondents in class.

It is interesting to note that only 13 departments have attempted<sup>1</sup> to establish such programs for officers who qualify for credit or non-credit courses. Only one department indicated that it had made an arrangement for a degree program.

Allied with this is the extent to which officers are encouraged to take or monitor courses at local colleges or universities. Table 103 shows that 27 of 72 reporting departments encourage their officers to take or monitor college or university courses.

TABLE 103 NUMBER OF MUNICIPALITIES WHICH ENCOURAGE OFFICERS TO TAKE OR MONITOR COURSES AT LOCAL COLLEGES OR UNIVERSITIES.

Population group	Number of municipalities in group*	Encouraged	Not encouraged
1- 2,500	22 (11)	5	6
2,501- 5,000	39 (30)	12	18
5,001-10,000	20 (18)	4	14
10,001-15,000	9 (7)	3	4
15,001-20,000	3 (2)	1	1
20,001-25,000	3 (2)	1	1
25,001-50,000	2 (1)		1
50,001 & over	1 (1)	1	
Total	99 (72)	27	45

\*Number in parenthesis indicates number of respondents in class.

It must be recognized that only departments within commuting distance of a college or university could expect any of their qualified officers to participate.

Only 18 officers from 14 departments in Maine have attended a local college or university since September 1, 1966. This means that only 2% of the entire sworn municipal police force in Maine has attended a school of higher education since September 1, 1966. Police administrators should consider encouraging officers who can meet credit or non-credit

standards to enroll in schools of higher education.

Recommendation No. 35 THAT POLICE ADMINISTRATORS ENCOURAGE QUALIFIED OFFICERS TO ENROLL IN SCHOOLS OF HIGHER EDUCATION ON A PART-TIME BASIS TO ENHANCE THEIR GENERAL EDUCATION.

Over some period of time officers have taken credit or non-credit courses either by regular resident attendance or by correspondence in the fields of police administration, law, psychology, and sociology.

Table 104 shows the subject areas selected by officers who enroll in course work at a college or university.

TABLE 104 SUBJECT AREAS SELECTED BY OFFICERS WHO ENROLL IN COURSE WORK AT A COLLEGE OR UNIVERSITY.

Population group	Number of municipalities in group*	Police administration	Law	Sociology	Psychology	Other
1- 2,500	22 (8)	4	4		1	
2,501- 5,000	39 (8)	6	2			3
5,001-10,000	20 (4)	4				
10,001-15,000	9 (5)	5	1			
15,001-20,000	3 (1)	1				
20,001-25,000	3 (0)					
25,001-50,000	2 (1)			1	1	
50,001 & over	1 (1)			1	1	1
Total	99 (28)	20	7	2	3	4

\*Number in parenthesis indicates number of respondents in class.

It must be remembered, though, that these figures do not depict the number of officers who have or are taking courses. It only shows the general subject areas selected by officers who have or are pursuing course work. Officers may be taking or may have taken course work in more than one subject area.

The incidence of departments which do or will provide total or partial reimbursement for registration, tuition and other incidental costs to officers who successfully complete a course of instruction at



a school of higher education is not particularly extensive. Sixty-four departments do or would make such provisions. (See Table 105.)

TABLE 105. INCIDENCE OF REIMBURSEMENT FOR SUCCESSFUL COMPLETION OF A COURSE OF INSTRUCTION AT A LOCAL COLLEGE OR UNIVERSITY

Population group	No. of municipalities in group*	Reimbursement		
		Total	Partial	None
1- 2,500	22 (13)	3	9	1
2,501- 5,000	39 (27)	8	16	3
5,001-10,000	20 (18)	4	14	
10,001-15,000	9 (8)	3	3	2
15,001-20,000	3 (2)		1	1
20,001-25,000	3 (2)		1	1
25,001-50,000	2 (1)		1	
50,001 & over	1 (1)	1		
Total	99 (72)	19	45	8

\*Number in parenthesis indicates number of respondents in class.

It is apparent from the foregoing account that some police officers are interested in taking course work in certain academic disciplines and that some police departments encourage their attendance.

Certain universities offer a kind of advanced in-service law enforcement training to police officers. This may be done but the wisdom of giving degree credit for technical courses must be questioned. As previously stated, many officers would simply not qualify for credit courses. It would be unfair and entirely unacademic to offer a course giving credit status to those who could qualify and non-credit status to others.

While there has been some progress made in determining the training needs of police personnel, there has been far too little analysis either

by the police or by colleges and universities of their educational needs.

Police officers should take subjects such as sociology, psychology, history, and political science to give them greater insight into human behavior and the governmental process; however, more research is needed to determine which specific courses of study are most beneficial. Most colleges and universities have long ignored the problems and educational needs of law enforcement.<sup>1</sup> As FBI Director J. Edgar Hoover has observed these institutions "should be initiating and increasing courses of study oriented toward the development of a career police profession."<sup>2</sup>

Until the educational needs of field officers are more fully evaluated, however, undergraduate programs should emphasize the social sciences and liberal arts. The complex responsibilities and duties of police work require that field personnel understand their community and conditions which breed criminal and delinquent conduct. This understanding can best be gained through a liberal education.

There has been some thought at the University of Maine to establish a two-year program in law enforcement.<sup>3</sup> No definite plans have been made to undertake such a program.

<sup>1</sup>L. Dana Gatlin, "Police Chiefs Win Diplomas," Christian Science Monitor, (Boston), August 20, 1966, p. 3, col. I.

<sup>2</sup>J. Edgar Hoover, "Message from the Director," FBI Law Enforcement Bulletin, editorial, (Washington: U. S. Department of Justice, Federal Bureau of Investigation,) May, 1964.

<sup>3</sup>Based upon consultation with Winthrop C. Libby, Vice President for Public Services, University of Maine, January, 1968.

There is at the present time no school of higher education in Maine offering a course in any aspect of law enforcement.<sup>1</sup> A non-credit course is planned for the Augusta and Portland campuses of the University of Maine during February and March 1969. The course, Constitutional Law for Police, is being organized and administered by the University's Bureau of Public Administration with the University's Law School and the Continuing Education Division as co-sponsors. Cooperating agencies and associations include the Maine Association of Chiefs of Police, the Maine Municipal Police Training Council, the Maine Sheriff's Association and the Maine State Police. The author has consulted with members of the University of Maine School of Law faculty to assist in developing and teaching such a course. This is the first and only attempt to offer a non-credit university course to police practitioners in Maine. A 2-hour session one evening per week for ten weeks will be the format. Approximately \$30 would cover the costs of registration, tuition, and text. An informal survey shows many departments would encourage their officers to attend and would support the program.<sup>2</sup>

The Law Enforcement Council, may wish at some subsequent time to consider the possibility of recommending to one of the schools of higher education that it provide formal residence courses of study in law enforcement or related disciplines.

For the present time non-credit courses available to law enforcement officers appear to be the best approach to higher education for police and the most practical role the colleges or university could pursue. In no way should courses at the university duplicate or parallel the in-service or specialized training previously mentioned. Courses for possible consideration might include:

<sup>1</sup>Based upon a perusal of the catalogs of the University of Maine, the State Colleges, Bates, Bowdoin, Colby, Husson and Ricker

<sup>2</sup>A survey taken of police administrators in the Augusta, Maine area.

Administration of Justice. A survey of the evolution of justice from earliest times developed historically, with particular emphasis on western justice and American justice including the roles played by the judiciary, federal law enforcement agencies, state police and investigative organizations, county agencies, and municipal departments.

Law Enforcement Administration and Management. The fundamental principles of police organization, administration, and management, including staff and line functions, chain of command, span of control, selection of personnel, and promotional systems.

Police Interrogation. The various techniques of police interrogation with concentration on questioning suspects, witnesses, victims, informants, and complainants. The laws governing interrogation practices are reviewed as well as an investigative aid. Mock cases are used so that all class members have an opportunity to interrogate under simulated conditions.

Criminal Investigation and Case Preparation. The fundamentals of criminal investigation including crime scene procedure, crime scene search, collection and preservation of evidence, recording the crime scene, police photography, some of the more basic principles of forensic science, surveillance and the development of informants. Methods of preparing the case for court are studied thoroughly and completely.

Police Patrol. A comprehensive study of all types of uniformed police patrol including foot, vehicular, water, and air patrol stressing the basic assumptions of and rationale for each type including considerations for deployment of personnel, best layout, mechanics of arrest, riot control, raids, road blocks, stopping methods, and transportation of prisoners.

Criminal Law. The history of criminal law; its development in America; constitutional considerations; elements of a crime; statutory make-up; elements of various crimes; the law of arrest; entrapment; criminal responsibility; defenses; and procedures in the court room.

Evidence. Rules of evidence; principles of exclusion; evaluation and examination of evidence and proof; competency; consideration of witnesses; laws of search and seizure.

Traffic Law Enforcement. The enforcement of law as it relates to traffic; accident prevention and investigation; driver testing and licensing; safety education; traffic surveys; selective enforcement; traffic engineering; administration of traffic divisions; reporting, records; prosecuting; the traffic court; training.

Records in Law Enforcement. A study of the various types of law enforcement record systems, including consideration of the utilization of forms electronic systems, record analysis, and specialized control through the use of records.

Criminal Identification. A thorough presentation of the available means of identifying criminals including consideration of fingerprinting, portrait parle, Bertillonage, observation and description, photography, handwriting, typewriter identification, and identification of skeletal remains with stress on the practical application of identification principles in modern police work.

Introduction to Criminalistics. The elements of microscopy, comparative microscopy, spectroscopy and chemistry as they are used in the study of firearms, hair fibers, blood, paint, tools, glass, documents, laundry marks, poisons and other organic and inorganic materials which comprise physical evidence. This course is intended only as a survey course in Criminalistics.

Police Juvenile Methods. The role of the juvenile officer as well as the role of the police officer without juvenile responsibility in crime prevention, with emphasis on theory, administration, control, treatment, confinement, community resources, relations with the public, and the juvenile court.

Special Problems in Law Enforcement Administration and Management. Police concept methods from the administrative standpoint and including consideration of special problems in regard to narcotic traffic, sex deviates, minorities, strikes, natural and atomic disasters, juvenile crimes, vice control, and community relations.

Investigative Report Writing. Designed to instruct the law enforcement officer in determining report content as a result of interpreting and evaluating information; particular emphasis is placed on collection of information, accurate description, analysis of information and concise writing. The student is required to participate in numerous report writing projects, all of which are designed specifically to meet his everyday needs in the investigative field.

Police Supervision. A comprehensive consideration of command-level problems as these relate to supervision, including planning and research, training, discipline, examinations, promotions, rating systems, auxiliary units, organization, budgetary considerations, deployment of personnel, line and staff distinctions, policy formulations, high-level administrative responsibility, inter-departmental relations, problem handling, personnel policies, supervisory relationships at all ranks, wages, grievances, morale and safety.

Police Public Relations. The principles of sound public relations which apply to the entire police operation. Consideration is given to writing; public speaking; radio, television and press relations; press releases; feature stories; news conferences, the police image; public opinion and police-public contact.

Police-Community Relations. A survey which explores the role and function of the police in inter-group relations, human relations and minority group relations. Emphasis is placed on the responsibilities of the police in dealing with civil rights, civil disorder, riots and public protection.

Police Research Methods. An opportunity for each student to conduct a research project which must be related to a specific police interest or operation. The student chooses his research project in consultation with his faculty advisor. The course meets at the discretion of the instructor. The student may consult with his advisor concerning his project at any time. A project paper showing the results of research is required.

Obviously such courses would have to be taught by qualified instructors.

Should the pilot course in constitutional law be successful other courses as outlined could be instituted.

The role of the Law Enforcement Council and its training coordinator would be to determine what courses would be most useful to the police and at what locations such courses should be given.

#### Municipal Law Enforcement Training Legislation

State legislatures are rediscovering that the administration of criminal justice is a statewide concern and are enacting legislation providing for, and in some cases requiring, education and training of a type appropriate for municipal police officers.

Studies of police personnel problems indicate that while most local police departments need extensive upgrading of recruiting efforts, minimum standards, selection procedures, and training, the needs are more noticeable among the smaller departments. Many of these smaller departments provide little or no training, use futile selection and screening techniques, and have no effective recruiting programs. This

obviously results in substantial variation in the quality of police service. An apparent reason for this inequality is that many police departments and municipalities either do not have sufficient funds to correct deficiencies or do not have the expertise to recognize them. The general level of police service will probably not improve unless states assume greater responsibility for upgrading local law enforcement.<sup>1</sup> Many state legislatures have, therefore, found the establishment of a law enforcement council with a professional director coordinating its efforts can help to establish adequate personnel selection standards, to coordinate training and recruitment programs, and to improve the organization and operation of local departments.

As Maine has not yet enacted a police standards and training act, a part of this overall study was an attempt to show the Maine Municipal Police Training Council, the Maine Municipal Association, interested legislators and others the existence of various legislatively authorized training practices in other states.

The information appearing in chart form in Appendix H was compiled from replies to a questionnaire sent to executive directors in states having a legislatively authorized law enforcement council and to attorneys general in other states. All states responded thus providing information relative to the status of law enforcement legislation, its funding, administering agencies, standards for recruits, hours of instruction for training, and the locations for conducting recruit schools.

With some similarities there remain differences regarding the types of training legislation in the various states. As of November 1, 1967, which is the date upon which this information is based, of 28 states

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<sup>1</sup> Task Force Report: The Police, *op. cit.*, p. 120.

having municipal law enforcement training legislation, 17 had the mandatory form and 11 the voluntary form. Only in six states was no legislation contemplated.

Several years ago the American Bar Association in cooperation with the National Conference of Commissioners on Uniform State Laws recognized the necessity to inaugurate some kind of state council to act in ways to upgrade law enforcement. As early as 1952 they published a Model Police Council Act. This act apparently served as a model for the states of California and New York which later established Police Standards Councils and presumably led the way for other states to follow.

Its creation by this state would provide the necessary authority and funding needed to make the proposal viable.

Recommendation No. 36 THAT THE LEGISLATURE DECLARE THE ADMINISTRATION OF MUNICIPAL LAW ENFORCEMENT TO BE NECESSARY TO THE HEALTH, SAFETY AND WELFARE OF THE PEOPLE OF THE STATE OF MAINE AND ENACT THE LAW ENFORCEMENT TRAINING COUNCIL ACT AS CONTAINED IN EITHER APPENDIXES I OR J.

## CHAPTER VII

## MUNICIPAL LIABILITY FOR INSUFFICIENT TRAINING

This part of the study initially concerned the extent of civil liability proceedings initiated against municipalities where it was alleged that municipal corporations were negligent in training their police officers. The intent was to incorporate the study<sup>1</sup> into this chapter in entirety. As the research progressed, it was found that precedents based upon sovereign immunity were being abandoned and that exceptions to the rule of immunity were being enlarged.

## General Considerations

It is important to understand that policemen are liable as individuals for their tortious or negligent acts. There are many cases in which policemen have been sued for torts committed in the performance of their duties. A suit against an individual officer is not likely to prove pecuniarily rewarding for the reason that individuals and particularly public police officers have limited resources susceptible to attachment. Municipalities, of course, fall into a different category and have greater resources. If they can be attacked for the torts or negligent acts of their agents then a successful effort may prove very rewarding.

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<sup>1</sup>The research was performed by a student at the University of Maine School of Law, See James P. Murphy, Is the Municipality Liable for Insufficiently Trained Police? Bureau of Public Administration, University of Maine, April 1, 1968.

According to the doctrine of respondeat superior, when an employee commits a tort in the performance of his duties, the employer is liable. For example, if a policeman by his negligence causes an injury, the officer's municipality under respondeat superior would be liable. In court it must be shown that the duty existed, that there was a breach of it, and that the breach of it resulted in an injury. If a suit is predicated upon an officer's alleged inadequate training the plaintiff must show that it was the failure of the municipality to train him adequately which was the proximate cause of the injury. These elements seem possible to establish; yet, until recently there have been few successful suits brought against municipalities for the tortious acts of policemen. In many of these actions, the question of adequate training was not examined.<sup>1</sup> The reason there are so few successful actions is that the common law rule of respondeat superior does not apply to states and their created corporations without specific statutes approving such actions.

It has long been established that a sovereign (e.g., a state or a government) cannot be sued without its permission. As municipalities are creatures and, therefore, subdivisions of the state, then sovereign immunity has been extended to municipal governments as well. Because of the doctrine of sovereign immunity and the repeated holdings by the courts that respondeat superior did not apply to municipalities, it has been impossible until recently to reach the issue of the adequacy of a policeman's training.

It cannot be assumed, however, that the quality of the policeman's training is not a relevant or important fact, for inadequate training

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<sup>1</sup>Ibid, p. 2.

can actually be the proximate cause of an officer's tortious acts. In those jurisdictions where the courts adhere to the common law developments regarding sovereign immunity, the inadequacy of an officer's training cannot be considered. When the doctrine is modified by statute or altered by court action the adequacy or inadequacy of a policeman's training may be expected to become a question of significance in suits brought against municipalities for alleged tortious conduct.

During the past few decades there has been a trend away from sovereign immunity.<sup>1</sup> The Federal Tort Claims Act<sup>2</sup> is an example. Enacted in 1946, it waives the immunity of the federal government and makes it liable for the negligent acts of federal employees in the performance of their official activities. Some states have enacted similar statutes. A few courts have held that states and municipalities are liable to the extent that they are covered by insurance.<sup>3</sup> As most citizens come into contact with municipal law enforcement officers more often than with state or federal officers, the trend with respect to municipal immunity is of special significance. The implications of this trend are important to policemen and to the municipalities.

The trend away from municipal immunity began with a Florida case<sup>4</sup> in 1957. In this case, the first to abandon the doctrine of municipal immunity, the question was whether a police officer was negligent.

<sup>1</sup>Ibid., p. 5.

<sup>2</sup>28 USCA ss 1346, 1402, 1504, 2110, 2401, 2402, 2411, 2412, 2671 to 2680.

<sup>3</sup>See 43 Oregon Law Review 267 (1964): "Sovereign Immunity--the Effect of Insurance."

<sup>4</sup>Hargrove v. Town of Cocoa Beach, 96 So. 2d, 130 (1957).

After the Florida case, the highest courts of twelve states have also declared that the theory of municipal immunity will no longer be countenanced.<sup>1</sup>

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- <sup>1</sup>Murphy op. cit., pp 6, 23. The states are:  
 Alaska: City of Fairbanks v. Schaible, 375 P.2d 201 (1962).  
 Arizona: Stone v. Arizona Highway Commission, 381 P.2d 107 (1963).  
 California: Muskopf v. Corning Hospital District, 359 P.2d 457 (1961).  
 Florida: Hargrove v. Town of Cocoa Beach, 96 So.2d 130 (1957).  
 Illinois: Molitor v. Kaneland Community Unit District, 163 N.E. 2d 89 (1959).  
 Kentucky: Haney v. City of Lexington, 386 S. W. 2d 738 (1964).  
 Michigan: Williams v. City of Detroit, 111 N.W. 1 (1961).  
 Minnesota: Spanel v. Mounds View School District, 118 N.W.2d 795 (1962).  
 New Jersey: McAndrew v. Mularchuk, 162 A.2d 820 (1960).  
 New York: Bernadine v. City of New York, 62 N.E.2d 604 (1945).  
 Nevada: Rice v. Clark County, 382 P.2d 605 (1963).  
 Washington: Kelso v. City of Tacoma, 390 P.2d 2 (1964).  
 Wisconsin: Holytz v. City of Milwaukee, 115 N.W. 2d 618 (1962).  
 Other states have reconsidered the doctrine but, despite some close decisions, have not overruled it. They are:  
 Colorado: 353 P.2d 590 (1960).  
 Iowa: 127 N.W. 2d 606 (1964).  
 Kansas: 410 P.2d 347 (1966).  
 Maine: 157 Me. 174, 170 A.2d 687 (1961).  
 Missouri: 366 S.W. 2d 446 (1963).  
 New Hampshire: 221 A.2d 242 (1966).  
 New Mexico: 380 P.2d 168 (1963).  
 Ohio: 189 N.E. 2d 857 (1963).  
 Oklahoma: 376 P.2d 261 (1962).  
 Oregon: 360 P.2d 282 (1961).  
 South Carolina: 108 S.E. 2d 828 (1959).  
 South Dakota: 145 N.W. 2d 524 (1966).  
 Pennsylvania: 220 A.2d 896 (1966).  
 Utah: 368 P.2d 585 (1962).  
 Wyoming: 338 P.2d 808 (1959).

### The Situation in Maine

Many police officers in Maine have been sued individually for their tortious and negligent acts; however, it is not the purpose of this report to provide an accounting or a description of these cases. It is important to show in what direction Maine courts have proceeded and are proceeding in the development of the law regarding municipal liability.

The following excerpt from Murphy's study, will attempt to show this.<sup>1</sup>

Within a year after Maine's establishment as a state, the Supreme Judicial Court had an opportunity to rule on the question<sup>2</sup> of the liability of municipalities. In *Adams v. Wiscasset Bank*,<sup>2</sup> the court said:

No private action, unless given by statute, lies against quasi corporations, for a breach of corporate duty. (citing *Russell v. Men of Devon*). Having no corporate fund, each inhabitant would be liable to satisfy the judgment. The common law does not impose this burthen; though a statute may. In regular corporations, having a corporate fund, this reason does not exist.

In subsequent years this rule was repeatedly upheld<sup>4</sup> though the reason for it faded with the passage of time . . . As recently as 1950 the court said:

It has long been the general rule in Maine, as in most other jurisdictions, that towns and other

<sup>1</sup>Murphy, *op. cit.*, p. 16.

<sup>2</sup>1 Me. 361 (1821).

<sup>3</sup>1 Me. 361, 364.

<sup>4</sup>For a sampling see *Mitchell v. City of Rockland*, 52 Me. 118 (1860); *Burrill v. City of Augusta*, 78 Me. 118, 3 A. 177 (1886); *Howe v. Presque Isle Water Company*, 104 Me. 217 (1908).

public corporations are not liable for unauthorized and wrongful acts of their officers, though done in the course and within the scope of their employment.

Yet in the flurry of activity in the last decade, in which many state courts have reconsidered, and some overruled, the doctrine of sovereign immunity, a frontal attack was bound to be made in Maine, as well. It came in 1961 in *Nelson v. Maine Turnpike Authority*.<sup>2</sup> In answer to the argument that the court should abandon the doctrine, the court said:

The policy of immunity from liability for tort under the circumstances before us has been so long established and so long acted upon that only the clearest and most convincing reasons should compel a reversal by our Court...We may agree that the State or its agency, the authority, ought to bear the plaintiff's loss under the circumstances set forth. We may agree that sovereign immunity from tort liability has served its usefulness and ought to be destroyed. . . . The issue is not complex. Should sovereign immunity in tort, time tested in our State, be discarded or destroyed? This is a policy question which, in our opinion, is more<sup>3</sup> properly directed to the Legislature than to the Court.

The Maine court has a point. An ordered system of jurisprudence cannot grow by negation. To overrule a long line of precedents is essentially a destructive act, and it ultimately contracts rather than expands the system's potential to deal justly with human action. An ordered system of jurisprudence grows by engrafting, modifying, adding, and building; these are positive and constructive acts and ultimately insure a variety and flexibility unheard of in systems where judges are willing to repudiate the precedents of the past merely because they personally find undesirable the results that precedents demand. By exercising prudence and restraint the Maine court preserved its rich claim to tradition.

Yet Maine is clearly headed in the direction of abrogating the immunity doctrine by indirect means. The development of Maine case law in this respect parallels almost exactly what happened in New Jersey,

<sup>1</sup>*Wilde v. Inhabitants of the Town of Madison*, 145 Me. 83, 86 (1950). See also *Bouchard v. City of Auburn*, 133 Me. 439 (1935).

<sup>2</sup>170 A.2d 687 (1961). See 19 *Me. Law Rev.* 115, 116.

<sup>3</sup>170 A.2d 687 at 693. For a proposed statute waiving immunity in Maine, see 16 *Me. Law Rev.* 209.



though the evolution is not presently so advanced in Maine as it was when the New Jersey Superior Court heard *McAndrew v. Mularchuk*. To begin with, Maine has long recognized the exception of express and direct participation, just as New Jersey has. The exception was first fully expostulated in the 1877 decision of *Woodcock v. City of Calais*.<sup>1</sup> In that case the city government passed an order that the street commissioner be directed to remove all fences from public streets. Due to an error in surveying the commissioner moved the plaintiff's fence (though it was properly on his own land) and built a sidewalk where it was. The court said:

If he [the commissioner] had performed this public duty simply as a public officer, and not as the servant or agent of the city, he alone would have been responsible for his misfeasance . . . But the fact that he was expressly "directed" by the city government to cause all fences on the street to be removed, and that while attempting to follow these directions he committed the trespass which is the foundation of this action, withdraws this case from the application of the principle applicable to cases of public officers. For while he was a public officer, and had lawful authority to act in the premises without any directions from the city, still the city was responsible for the safe condition of the streets, and chose by positive, formal vote to direct the commissioners.<sup>2</sup>

Thus by a logically indefensible distinction, or, to be more exact, a legal fiction, the court maneuvered around the old rule without abandoning it. This is an example of positive jurisprudence, without which the growth of the common law, and the common law's built-in watchful protection of political and civil freedoms,<sup>3</sup> unique to English-speaking nations, would not have been possible.

Interestingly, just two years after *Nelson v. Maine Turnpike Authority*, in 1963, the Maine court extended the exception of *Woodcock v. City of*

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<sup>1</sup>66 Me. 234 (1877).

<sup>2</sup>66 Me. 234, 236.

<sup>3</sup>For an early example of the common law's protection of civil rights of a Negro slave, see *Saffin v. Adam* (1703), described in 14 Me. Law Rev. 62.

*Calais* even further. In *Michaud v. City of Bangor*<sup>1</sup> the city council decided that plaintiff's building constituted a nuisance within the meaning of the city fire ordinance. It therefore ordered the fire chief to destroy the building. As it turned out, the owner of the building had not been given due notice; therefore the order was a deprivation of due process and consequently illegal. The question was whether the plaintiff could recover. Finding that the city had specifically authorized and directed the act, the court said yes.<sup>2</sup> The extension of the *Woodcock* exception lies in this: in *Woodcock* the order complied with law; here the order was, for all practical effects, a nullity, since it had not complied with requirements of due process. From this it is inferable that there is a duty incumbent on cities to issue only orders that comply with law and procedure.

This is the present state of the law in Maine.

An interesting question is what would have happened if the city council had merely appointed an unqualified and untrained person to the position of fire chief, and he, in carrying out his duties, did some equally injurious act. Would the city be liable? If the city has a duty to refrain from issuing illegal orders, it must also have the duty to refrain from appointing untrained and unqualified personnel. When the development of the law reaches this point, it is clear that the distinction between misfeasances and nonfeasances is beginning to break down, and the city may be held liable for failing to do something it ought to have done, such as giving adequate training and experience to its officers and agents. At this point one can almost predict that Maine will follow the pattern shown in the New Jersey cases. The next steps will be taken when the Maine court is presented with the kind of legal situations evident in New Jersey's *Kress* and *Kelley* cases. This will not be an accident or a coincidence but rather a result which inexorably follows the development of the direct participation fiction. Today it would be unwise in Maine, as well as unnecessary, to argue that the court should abolish sovereign immunity. There are too many good arguments based on the *Woodcock-Michaud* rationale, which, as it is developed further, may well result in liability for the city for failure to give its officers adequate training, as in New Jersey, without regard to *respondeat superior*.

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<sup>1</sup>159 Me. 491, 196 A.2d 106 (1963). Discussed in 16 Me. Law Rev. 72.

<sup>2</sup>In subsequent litigation on the question of the amount of damages, the Maine court upheld an award of treble damages in *Michaud v. City of Bangor*, 160 Me. 285, 203 A.2d 687 (1964). The case is discussed in 17 Me. Law Rev. 126.



Maine, of course, is not a litigious state, so our legal institutions necessarily develop at a slower rate; yet once established they are generally of a more lasting influence. One cannot be certain when Kress and Kelley type extensions will be argued for and, in the course of events, adopted; but the wedge is there for anyone who wishes to take advantage of it.

The value of this chapter for municipal administrators is not to be measured by the extent to which the reader agrees or disagrees with the development of the law in various jurisdictions. The real pragmatic value of the work to municipal administrators lies in considering that the municipality may save money resulting from damages, if its policemen are properly trained. The purpose of the chapter has been to point out the necessity for adequate training.

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APPENDIX A

LISTING OF MUNICIPALITIES  
WITH OVER 1,000 POPULATION

LISTING OF MUNICIPALITIES WITH 1,000 POPULATION AND OVER

<u>ANDROSCOGGIN COUNTY</u>	<u>POPULATION</u>
Auburn	24,449
Durham	1,086
Greene	1,226
Lewiston	40,804
Lisbon	5,072
Livermore	1,363
Livermore Falls	3,343
Mechanic Falls	2,195
Poland	1,537
Turner	1,890
Webster	1,302
<u>AROOSTOOK COUNTY</u>	
Ashland	1,980
Blaine	945
Caribou	12,464
Eagle Lake	1,138
Easton	1,389
Fort Fairfield	5,876
Fort Kent	4,761
Frenchville	1,421
Houlton	8,289
Island Falls	1,018
Limestone	13,102
Madawaska	5,507
Mapleton	1,514
Mars Hill	2,062
Monticello	1,109
Presque Isle	12,886
St. Agatha	1,137
Sherman	1,034
Van Buren	4,679
Washburn	2,083
Woodland	1,372
<u>CUMBERLAND COUNTY</u>	
Bridgton	2,707
Brunswick	15,797
Cape Elizabeth	5,505
Cumberland	2,765
Falmouth	5,976
Freeport	4,055
Gorham	5,767
Gray	2,184
Harpswell	2,032
Harrison	1,014
New Gloucester	3,047
North Yarmouth	1,140

Portland	72,566
Scarborough	6,418
So. Portland	22,788
Standish	2,095
Westbrook	13,820
Windham	4,498
Yarmouth	3,517

FRANKLIN COUNTY

Farmington	5,001
Jay	3,297
Phillips	1,021
Rangeley	1,087
Wilton	3,274

HANCOCK COUNTY

Bar Harbor	3,807
Blue Hill	1,270
Bucksport	3,466
Deer Isle	1,129
Ellsworth	4,444
Gouldsboro	1,100
Mount Desert	1,663
Orland	1,195
Southwest Harbor	1,480
Stonington	1,408
Tremont	1,044

KENNEBEC COUNTY

Augusta	21,680
Belgrade	1,102
Benton	1,521
Chelsea	1,893
China	1,561
Clinton	1,729
Farmingdale	1,941
Gardiner	6,897
Hallowell	3,169
Litchfield	1,011
Manchester	1,068
Monmouth	1,888
Oakland	3,075
Pittston	1,311
Randolph	1,724
Readfield	1,029
Vassalboro	2,446
Waterville	18,695
West Gardiner	1,144
Winslow	5,891
Winthrop	3,537

KNOX COUNTY

Camden	3,988
Rockland	8,769
Rockport	1,893
St. George	1,588
Thomaston	2,780
Union	1,196
Vinalhaven	1,273
Warren	1,678

LINCOLN COUNTY

Boothbay	1,617
Boothbay Harbor	2,252
Bristol	1,441
Damariscotta	1,093
Jefferson	1,048
Newcastle	1,101
Waldoboro	2,882
Whitefield	1,068
Wiscasset	1,800

OXFORD COUNTY

Bethel	2,408
Dixfield	2,323
Fryeburg	1,874
Mexico	5,043
Norway	3,733
Oxford	1,658
Paris	3,601
Peru	1,229
Rumford	10,005
West Paris	1,050

PENOBSCOT COUNTY

Bangor	38,912
Brewer	9,009
Carmel	1,206
Corinna	1,895
Corinth	1,138
Dexter	3,951
East Millinocket	2,392
Enfield	1,098
Hampden	4,583
Hermon	2,087
Holden	1,375
Howland	1,362
Lincoln	4,541
Mattawamkeag	945
Medway	1,266
Milford	1,572
Millinocket	7,453
Newport	2,322
Old Town	8,626



Orono	8,341
Orrington	2,539
Patten	1,312
Veazie	1,354

PISCATAQUIS COUNTY

Brownville	1,641
Dover Foxcroft	4,173
Greenville	2,025
Guilford	1,880
Milo	2,756
Sangerville	1,157

SAGADAHOC COUNTY

Bath	10,717
Bowdoinham	1,131
Phippsburg	1,121
Richmond	3,818
Topsham	2,185
Woolwich	1,417

SOMERSET COUNTY

Anson	2,252
Bingham	1,308
Fairfield	5,829
Hartland	1,447
Madison	3,935
Norridgewock	1,634
Palmyra	1,009
Pittsfield	4,010
Skowhegan	7,661

WALDO COUNTY

Belfast	6,140
Searsport	1,838
Winterport	2,088

WASHINGTON COUNTY

Baileyville	1,863
Calais	4,223
East Machias	1,198
Eastport	2,537
Lubec	2,684
Jonesport	1,563
Machias	2,614
Milbridge	1,101

YORK COUNTY

Alfred	1,201
Berwick	2,738
Biddeford	19,255
Buxton	2,339
Eliot	3,133

Hollis	1,195
Kennebunk	4,551
Kennebunkport	1,800
Kittery	10,689
Lebanon	1,534
North Berwick	1,800
Ogunquit (within Town of Wells)	3,500
Old Orchard Beach	4,580
Saco	10,515
Sanford	14,962
So. Berwick	3,112
Waterboro	1,059
Wells	3,528
York	4,663
York Beach (within Town of York)	

## APPENDIX B

## MAINE MUNICIPAL POLICE

QUESTIONNAIRE #1

Name of Municipality \_\_\_\_\_

Name of Person Completing  
Questionnaire \_\_\_\_\_

Title \_\_\_\_\_

Address \_\_\_\_\_

Telephone No. \_\_\_\_\_

MAINE MUNICIPAL POLICE QUESTIONNAIREINSTRUCTIONS

1. Please Print
2. Complete all questions as fully as possible
3. Answers to this questionnaire should be as of October 1, 1967
4. Please return this form to:

Project Administrator  
Maine Municipal Police Training and  
Standards Development Project  
Bureau of Public Administration  
University of Maine  
Orono, Maine 04473

1. Does your municipality have an organized police department? Yes \_\_\_\_ No \_\_\_\_
2. What is the actual (not the authorized) number of full-time paid employees in your police department, including civilians (non-sworn personnel) as of October 1, 1967? (Do not include school crossing guards or other part-time employees).  
\_\_\_\_\_
3. What is the authorized (not the actual) number of full-time paid employees in your police department, including civilians (non-sworn personnel) as of October 1, 1967? (Do not include school crossing guards or other part-time employees).  
\_\_\_\_\_
4. What is the average (mean) salary paid to a full-time policeman in your municipality?  
\_\_\_\_\_
5. Does your municipality provide formal police training to new police appointees?  
Yes \_\_\_\_ No \_\_\_\_
- 6a. Has anyone ever claimed in court that your municipality was negligent in training its police officers?  
Yes \_\_\_\_ No \_\_\_\_
- b. If yes, please describe fully and cite the case: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

## APPENDIX C

MAINE MUNICIPAL POLICE  
QUESTIONNAIRE #2

Name of Agency \_\_\_\_\_  
 Chief's Full Name \_\_\_\_\_  
 Address \_\_\_\_\_  
 Tel. No. \_\_\_\_\_

## MAINE MUNICIPAL POLICE QUESTIONNAIRE

## INSTRUCTIONS

1. Please Print
2. Complete all questions as fully as possible
3. Answers to this questionnaire should be as of October 1, 1967
4. Please return this form to:

Project Administrator  
 Maine Municipal Police Training and Standards  
 Development Project  
 Bureau of Public Administration  
 University of Maine  
 Orono, Maine 04473

## PERSONNEL

## GENERAL

- 1.(a) Does your municipality handle its personnel matters (hiring, firing, promotions, etc.) centrally? Yes \_\_\_\_\_ No \_\_\_\_\_
- (b) If yes indicate below what functions are performed centrally and what functions are performed by the police department.
  1. Preparation and administration of the position classification plan if any? Central \_\_\_\_\_ Police \_\_\_\_\_
  2. Preparation and administration of the pay plan? Central \_\_\_\_\_ Police \_\_\_\_\_
  3. Recruiting and examining? Central \_\_\_\_\_ Police \_\_\_\_\_
  4. Formulation of rules regulating leaves of absence and vacations? Central \_\_\_\_\_ Police \_\_\_\_\_
  5. Formulation of rules for administration of service ratings? Central \_\_\_\_\_ Police \_\_\_\_\_
  6. Rating of employees' job performance? Central \_\_\_\_\_ Police \_\_\_\_\_
  7. Formulation of rules governing personnel actions? Central \_\_\_\_\_ Police \_\_\_\_\_
  8. Maintenance of permanent personnel records? Central \_\_\_\_\_ Police \_\_\_\_\_

9. Facilitating establishment and operation of health and welfare plans? Central \_\_\_\_ Police \_\_\_\_
10. Selection of new personnel? Central \_\_\_\_ Police \_\_\_\_
11. Recommending salary step increases? Central \_\_\_\_ Police \_\_\_\_
12. Assignment and reassignment of police personnel? Central \_\_\_\_ Police \_\_\_\_
13. Maintenance of certain personnel records? Central \_\_\_\_ Police \_\_\_\_
14. Assignment of hours of duty and dates of vacation? Central \_\_\_\_ Police \_\_\_\_
15. Approval, consistent with rules, of leaves of absence with pay? Central \_\_\_\_ Police \_\_\_\_
16. Establishing and conducting police training programs? Central \_\_\_\_ Police \_\_\_\_
17. Employee motivations and morale? Central \_\_\_\_ Police \_\_\_\_
18. Maintenance of desirable working conditions? Central \_\_\_\_ Police \_\_\_\_
19. Disciplinary and commendatory actions? Central \_\_\_\_ Police \_\_\_\_
20. Formulation of rules governing conduct of police personnel? Central \_\_\_\_ Police \_\_\_\_
2. - What is the actual (not the authorized) number of full-time paid employees in your department, including civilians as of October 1, 1967? (Do not include school crossing guards or other part-time employees). \_\_\_\_
3. - Of the total number of full-time employees, how many are civilians (persons other than sworn police officers)? \_\_\_\_
4. - What is the average (mean) age of police officers in your department? \_\_\_\_
5. - What is the average (mean) length of service of police officers in your department? \_\_\_\_
- 6.(a) What is the regular work week in hours for patrolmen? \_\_\_\_ hours
- (b) What was the work week in hours as of October 1, 1966? \_\_\_\_ hours

Questions 7-10 refer to sworn personnel only. Do not include civilian personnel in your answers.

- 7.(a) Is your police department currently operating below authorized personnel strength? Yes \_\_\_\_ No \_\_\_\_
- (b) Does your department usually operate below authorized strength? Yes \_\_\_\_ No \_\_\_\_
- (c) If yes, how many additional full-time men and women are needed to bring your department to fully authorized strength? \_\_\_\_
- 8.(a) Do you feel that the authorized personnel strength of your department should be increased? Yes \_\_\_\_ No \_\_\_\_
- (b) If yes, by how many employees? \_\_\_\_
9. - Please indicate on the table below the number of police officers needed in each division to (1) bring the division up to authorized strength, and (2) increase the number of authorized men in each division to the level you desire. (The total of column 1 should equal the total indicated in question 7c; while the total of the column 2 should equal the total indicated in question 8b.

Police Division	Column (1)		Column (2)	
	Number of Men Needed To Reach Authorized Strength		Number of Men Needed To Reach Desired Strength	
Patrol . . . . .	_____	_____	_____	_____
Traffic . . . . .	_____	_____	_____	_____
Detective . . . . .	_____	_____	_____	_____
Juvenile . . . . .	_____	_____	_____	_____
Identification & Records . . . . .	_____	_____	_____	_____
Training . . . . .	_____	_____	_____	_____
Communications . . . . .	_____	_____	_____	_____
Marine . . . . .	_____	_____	_____	_____
Community Relations . . . . .	_____	_____	_____	_____
Maintenance . . . . .	_____	_____	_____	_____
General Administration . . . . .	_____	_____	_____	_____
Other (please specify) _____	_____	_____	_____	_____
Total	_____	_____	_____	_____

- 10.(a) Does your department conduct periodic ratings or evaluations of personnel? Yes \_\_\_\_ No \_\_\_\_
- (b) If yes, is this a formalized program? Yes \_\_\_\_ No \_\_\_\_
- (c) Do you have a prepared printed evaluation form? Yes \_\_\_\_ No \_\_\_\_
- (d) Does this form identify traits and characteristics significant to the job classification? Yes \_\_\_\_ No \_\_\_\_

- (e) Who is responsible for evaluating personnel?  
\_\_\_\_\_ Immediate supervisor  
\_\_\_\_\_ Rating Team  
\_\_\_\_\_ Police Chief
- (f) Does the evaluation process provide for an interview between the rater and the employee prior to final submission through channels? Yes \_\_\_\_\_ No \_\_\_\_\_

11. - Do the laws of your municipality forbid police employees to organize as affiliates of national organizations and unions?  
No formally stated policy \_\_\_\_\_ Forbid \_\_\_\_\_ Permit \_\_\_\_\_

12. - Do the ordinances of your municipality permit police employees to strike? No formally stated policy \_\_\_\_\_ Yes \_\_\_\_\_ No \_\_\_\_\_

13. - Do the laws of your municipality permit recognition of a single negotiating representative of police employees?  
Yes \_\_\_\_\_ No \_\_\_\_\_

14. - What percentage of police officers in your department have memberships in police professional or fraternal organizations?  
\_\_\_\_\_ % Professional \_\_\_\_\_ % Fraternal

15.(a) In calendar year 1966 how many officers left police service for the following reasons? Please indicate number on each line.

- \_\_\_\_\_ Return to school
- \_\_\_\_\_ Industry or business
- \_\_\_\_\_ Better position
- \_\_\_\_\_ Better salary
- \_\_\_\_\_ Better working conditions
- \_\_\_\_\_ Military service
- \_\_\_\_\_ Dismissal
- \_\_\_\_\_ Death
- \_\_\_\_\_ Disability
- \_\_\_\_\_ Retirement
- \_\_\_\_\_ Unknown
- \_\_\_\_\_ Total

(b) How many men left the police service and what was the turnover rate for your department? (Shall apply only to those who leave the department by reason of resignation, dismissal, disability, retirement or death. It will not include those who drop out during a probationary or recruit period).

1964 _____	Men	1964 _____	%
1965 _____	Men	1965 _____	%
1966 _____	Men	1966 _____	%

(c) During the same period how many individuals was your police department able to recruit and appoint to police department positions?

1964 _____	Men
1965 _____	Men
1966 _____	Men

(d) How many police officers do you expect to recruit for the following years? (Use past experience and anticipated retirements or other considerations as a guide).

- \_\_\_\_\_ 1968
- \_\_\_\_\_ 1969
- \_\_\_\_\_ 1970
- \_\_\_\_\_ 1971
- \_\_\_\_\_ 1972
- \_\_\_\_\_ 1973
- \_\_\_\_\_ 1974
- \_\_\_\_\_ 1975

16.(a) Are all officers of your police force required to live within the city limit?

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

(b) If yes, is this regulation enforced at the time of appointment or at the conclusion of the probationary period?

- (1) \_\_\_\_\_ Time of appointment
- (2) \_\_\_\_\_ Conclusion of probationary period
- (3) \_\_\_\_\_ Other (please specify) \_\_\_\_\_

(c) If no, are there other conditions? (please specify) \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

COMPENSATIONS AND EXPENDITURES

17.(a) Does your municipality regularly conduct a formal comparative wage and salary survey?

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

(b) If yes, are your studies conducted cooperatively with those of other local governmental jurisdictions?

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

## (c) Who prepares the study?

- ☐ Municipal chief executive  
☐ Staff member of high rank  
☐ A consultant  
☐ An administrative assistant  
☐ Prepared jointly with other governmental agencies  
☐ Maine Municipal Association  
☐ Other (please specify) \_\_\_\_\_

18.(a) What is the salary paid to a full-time patrolman during his first 12 months on the force? (Do not include uniform, clothing or other allowances).

& \_\_\_\_\_

(b) What is the salary paid to a full-time fireman during his first 12 months on the force? (Do not include uniform, clothing or other allowances).

\$ \_\_\_\_\_

19.(a) What is the highest yearly salary paid to a full-time patrolman who does not hold any supervisory rank? (Do not include longevity pay above the regular maximum salary).

\$ \_\_\_\_\_

(b) What is the highest yearly salary paid to a full-time fireman who does not hold any supervisory rank? (Do not include longevity pay above the regular maximum salary).

\$ \_\_\_\_\_

20. - What is your total budget for the current fiscal year?

\$ \_\_\_\_\_

21. - How much of #20 (above budget) is for salaries?

\$ \_\_\_\_\_

22. - Please list any of the following allowances your department may have:

- ☐ Longevity pay  
☐ Subsistence pay  
☐ Clothing (all)  
☐ Clothing (partial)  
☐ Clothing (cash - how much annually)  
☐ No allowances

23. - Please check the following applicable to life, accident, health, insurance.

Plan available	Yes _____	No _____
Employee pays all	Yes _____	No _____
Department pays employee cost	Yes _____	No _____
Costs shared by department and employee	Yes _____	No _____

24.(a) Are police officers compensated for overtime work?

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

(b) If yes, check any of the following:

- ☐ Paid straight time  
☐ Given compensatory time off  
☐ Paid time-and-a-half  
☐ Choice of pay or compensatory time off

25.(a) Are officers reimbursed for court time if that time is not a part of their regular work day?

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

(b) If yes, check any of the following:

- ☐ For each court appearance  
☐ Guaranteed minimum  
☐ Actual time in court  
☐ Given compensatory time off  
☐ Other (please specify) \_\_\_\_\_

26.(a) Does your department provide for annual sick leave?

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

(b) If yes, please check the following:

- ☐ No limit per year  
☐ Day limit per year (computed in days)  
☐ Other (please specify) \_\_\_\_\_

27.(a) Does your department permit the sworn officer to work on his off duty time?

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

(b) If yes, are there conditions placed on his employment? Check the following:

- ☐ No conditions  
☐ Conditions with respect to type of employment  
☐ Available for emergencies  
☐ No more than \_\_\_\_\_ hours per day

- 28.(a) How many sworn officers of your department actually work at another job?
- \_\_\_\_\_ Men
- \_\_\_\_\_ None
- (b) If officers work, what percentage does this represent of the entire sworn personnel force?
- \_\_\_\_\_ %
- 29.(a) Does your department have a retirement plan?
- Yes \_\_\_\_\_ No \_\_\_\_\_
- (b) If yes, what type(s) of retirement plan(s) are in effect?
- \_\_\_\_\_ Social Security
- \_\_\_\_\_ Municipal retirement
- \_\_\_\_\_ State retirement
- \_\_\_\_\_ Other (specify) \_\_\_\_\_
- 
30. - Please check the appropriate retirement age block(s) for patrolmen in your department:
- \_\_\_\_\_ No mandatory age limit
- \_\_\_\_\_ Mandatory age limit
31. - If there is a retirement policy is it based on:
- \_\_\_\_\_ Total years service
- \_\_\_\_\_ Age
- \_\_\_\_\_ Combination of service and age
- \_\_\_\_\_ Other (please specify) \_\_\_\_\_
- 
32. - If retirement is based upon age please check the following by inserting the appropriate age:
- \_\_\_\_\_ Minimum required
- \_\_\_\_\_ Maximum required
33. - If there is a retirement plan the retirement contributions are what percent of earnings?
- Members contributions \_\_\_\_\_ %
- Municipality's contribution \_\_\_\_\_ %

# CONTINUED

## 3 OF 4



34. - Maximum retirement is based on what percent of salary?

\_\_\_\_ %

35. - If your department is under Social Security, is the retirement benefit altered in some way at the social security retirement age?

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

36. - Does your retirement plan provide for survivors benefits?

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

37.(a) Does your police department have an annual leave policy for patrolmen?

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

(b) If yes, check any of the following appropriate line(s) for the patrolman with not more than 10 years service.

\_\_\_\_ Up to 1 week per year

\_\_\_\_ Up to 2 weeks per year

\_\_\_\_ Up to 3 weeks per year

\_\_\_\_ Up to 4 weeks per year

\_\_\_\_ Other (please specify) \_\_\_\_\_

38.(a) Does your department have a leave of absence policy?

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

(b) If yes, check any of the following:

\_\_\_\_ Military service

\_\_\_\_ Formal education

\_\_\_\_ Personal business

\_\_\_\_ Other (please specify) \_\_\_\_\_

39. - Please insert the number of days granted patrolmen for holidays.

\_\_\_\_ Days per year



- 40.(a) Does your municipality provide false arrest, assault and battery, false imprisonment, or malicious prosecution liability insurance for its police officers?

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

- (b) If yes, which type is provided?

\_\_\_\_ Group Plan

\_\_\_\_ Individual policy for member

\_\_\_\_ Other (please specify) \_\_\_\_\_

#### RECRUITMENT

41. - Please check all the methods which are used by your police department to publicize the need for police officers:

- (a) \_\_\_\_ Local newspapers  
 (b) \_\_\_\_ Professional journals  
 (c) \_\_\_\_ Television commercials  
 (d) \_\_\_\_ Distribution of brochures  
 (e) \_\_\_\_ Career days at local high schools or colleges  
 (f) \_\_\_\_ Employment agencies  
 (g) \_\_\_\_ Newsletters  
 (h) \_\_\_\_ Recruiting posters  
 (i) \_\_\_\_ Billboards  
 (j) \_\_\_\_ Radio ads  
 (k) \_\_\_\_ Trade papers  
 (l) \_\_\_\_ Word-of-mouth to others  
 (m) \_\_\_\_ Other (specify) \_\_\_\_\_

42. - How often does your police department conduct formal recruiting?

- (a) \_\_\_\_ Continuously  
 (b) \_\_\_\_ Monthly  
 (c) \_\_\_\_ Quarterly  
 (d) \_\_\_\_ Semi-annually  
 (e) \_\_\_\_ Annually  
 (f) \_\_\_\_ As vacancies occur

43. - Please check the geographical areas which are covered during your police department's recruitment process:

- (a) \_\_\_\_ Municipality only  
 (b) \_\_\_\_ Immediate locale  
 (c) \_\_\_\_ Entire state  
 (d) \_\_\_\_ Regional  
 (e) \_\_\_\_ Nation-wide

- 44.(a) Does your municipality participate in a joint police recruitment program with other jurisdictions?

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

- (b) If yes, who coordinates this recruitment program?

(1) \_\_\_\_ Civil Service Commission

(2) \_\_\_\_ One of the participating municipalities

(3) \_\_\_\_ Other (specify) \_\_\_\_\_

- 45.(a) Are policemen given any incentives to recruit applicants on their own initiative?

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

- (b) If yes, what are these incentives?

(1) \_\_\_\_ Extra leave is granted for each man recruited

(2) \_\_\_\_ Monetary reward (a specific amount per recruit)

(3) \_\_\_\_ Other (please specify) \_\_\_\_\_

- 46.(a) Does your department make any special effort to recruit minority group applicants?

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

- (b) If yes, please describe these efforts \_\_\_\_\_

#### RECRUIT SELECTION

The questions in this section relate to the methods being used in the selection of males for the position of patrolmen. Methods used for the selection of persons to fill civilian jobs are not covered in this section.

47. - Check the agency or agencies establishing the entrance requirements for police service in your community:

- \_\_\_\_ Police Department  
 \_\_\_\_ Civil Service (city)  
 \_\_\_\_ Supervisory Police Commission  
 \_\_\_\_ Local Governing Body

48. - Are veterans given any preference?

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

If yes, in what manner? \_\_\_\_\_

\_\_\_\_\_

49.(a) Is there an age requirement as a precondition of employment?

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

If yes, what is the minimum age for applying: \_\_\_\_ years  
maximum age for applying: \_\_\_\_ years

If yes, what is the minimum age for appointment: \_\_\_\_ years  
maximum age for appointment: \_\_\_\_ years

(b) Is the maximum age limit extended for veterans?

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

(c) If yes, what is the maximum age for appointment for veterans?  
\_\_\_\_ years

(d) Must all candidates present written proof of their age?

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

50.(a) Do you require pre-employment residence of any type?

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

(b) If yes, check those applicable and state number of years required:

\_\_\_\_ State  
\_\_\_\_ County  
\_\_\_\_ City  
\_\_\_\_ Other (please specify) \_\_\_\_\_

(c) May this requirement be waived?

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

51.(a) Circle the highest grade in school which candidate must have completed to meet the entrance requirement:

0 1 2 3 4 5 6 7 8 9 10 11 12 - 1 2 3 4 (College)

(b) May this requirement be waived?

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

(c) If yes, under what circumstances? (For example: Military service, police experience, high school equivalency certificate, etc.) \_\_\_\_\_

52.(a) Is there a height and weight requirement in your department as a condition of employment?

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

(b) If yes, the minimum height is \_\_\_\_ feet, \_\_\_\_ inches.  
maximum height is \_\_\_\_ feet, \_\_\_\_ inches.

If yes, the minimum weight is \_\_\_\_ pounds.  
maximum weight is \_\_\_\_ pounds.

(c) If weight requirements are not absolute, must weight be in proportion to height?

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

(d) If yes, is determination made by:

\_\_\_\_ Use of chart  
\_\_\_\_ Judgment of physician  
\_\_\_\_ Other (please specify) \_\_\_\_\_

53.(a) Is a written test administered to police applicants?

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

(b) If yes, check areas which are measured by the written test:

\_\_\_\_ General Information  
\_\_\_\_ Specific Information  
\_\_\_\_ Vocabulary  
\_\_\_\_ Reasoning and/or Logic  
\_\_\_\_ Other (please specify) \_\_\_\_\_

(c) Is candidate's IQ measured?

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

(d) If yes, what test is used? \_\_\_\_\_

(e) What IQ level is required? \_\_\_\_\_

54.(a) Is a physical proficiency test administered for applicants?

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

(b) If yes, please list the type and give the qualifying level for the tests which are required and used to measure candidate's strength and coordination (such as, chin-ups, weight lift, broad jump, etc.): \_\_\_\_\_

55.(a) Are candidates required to pass a psychiatric examination?

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

(b) If yes, examination made by:

\_\_\_\_ Psychiatrist  
 \_\_\_\_ Clinical Psychologist  
 \_\_\_\_ Physician  
 \_\_\_\_ Other (please specify) \_\_\_\_\_

(c) What type of examination is made: \_\_\_\_\_

56. - Are candidates required to pass a medical exam?

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

57.(a) Is candidate interviewed at the time he requests application form?

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

(b) If yes, by whom? \_\_\_\_\_

(c) Does this person or persons have the power to reject application?

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

58.(a) Does your department conduct oral exams for police candidates?

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

(b) If yes, who chooses the oral board members? \_\_\_\_\_

(c) \_\_\_\_\_ Number of persons on board?  
 \_\_\_\_\_ Number of police department members on board?  
 \_\_\_\_\_ Number from other sources: (state their affiliations):

(d) Approximately how many minutes are devoted to each candidate?

\_\_\_\_ Minutes

(e) Must candidate, after being placed upon eligible list, appear before another person or persons for a personal interview?

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

(f) If yes, for what purpose? \_\_\_\_\_

59. - Check the following items which the oral board or other personal interviews undertake to appraise while interviewing candidate:

\_\_\_\_ Personal qualities which cannot otherwise be objectively measured (such as poise, voice, ability to express himself, etc.)

\_\_\_\_ Integrity

\_\_\_\_ Emotional stability

\_\_\_\_ Intelligence

\_\_\_\_ Judgment

\_\_\_\_ Others (please specify) \_\_\_\_\_

60.(a) Is a character investigation used for police candidates?

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

(b) If yes, the investigation is the responsibility of:

\_\_\_\_ The police  
 \_\_\_\_ A civil service agency  
 \_\_\_\_ Other (specify) \_\_\_\_\_

(c) Is candidate fingerprinted?

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

(d) Which files are checked for criminal records?

\_\_\_\_ Local  
 \_\_\_\_ State  
 \_\_\_\_ FBI

(e) Check any of the following aspects of the candidate's life which are investigated:

\_\_\_\_ Marital life  
 \_\_\_\_ Military record  
 \_\_\_\_ School Records  
 \_\_\_\_ Juvenile delinquency record  
 \_\_\_\_ Job history  
 \_\_\_\_ Religious affiliation and activities  
 \_\_\_\_ Family history regarding: \_\_\_\_ crime; \_\_\_\_ disease  
 \_\_\_\_ Driving record  
 \_\_\_\_ Medical history  
 \_\_\_\_ Other (please specify) \_\_\_\_\_

- 61.(a) Do local investigators (as indicated on previous page) investigate candidates living in the city?

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

Those living outside the city limits?

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

Those living outside the state?

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

- (b) If no, to persons outside your jurisdiction, how do you ascertain such persons' backgrounds? \_\_\_\_\_

- 62.(a) Must a newly appointed patrolman serve a probationary period?  
Yes \_\_\_\_\_ No \_\_\_\_\_

- (b) If yes, for what length of time? \_\_\_\_\_ Months

Is it possible to dismiss the patrolman on probation without showing cause?

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

63. - What was the number of men examined for the position of patrolman during calendar year 1966?  
\_\_\_\_\_

- 64.(a) What was the number of men who successfully passed the examinations given in 1966 and who were finally placed upon an eligible list? \_\_\_\_\_

- (b) Of those who failed what were the reasons for failure?

\_\_\_\_\_ Physical

\_\_\_\_\_ Mental

\_\_\_\_\_ Other (specify) \_\_\_\_\_

## TRAINING

### ADMINISTRATIVE INFORMATION

- 1.(a) What is the title of the person who administers or coordinates any training programs in your department?

\_\_\_\_\_ Chief administrator  
\_\_\_\_\_ Civilian police official  
\_\_\_\_\_ Captain  
\_\_\_\_\_ Lieutenant  
\_\_\_\_\_ Sergeant  
\_\_\_\_\_ Patrolman  
\_\_\_\_\_ Other (please specify) \_\_\_\_\_

- (b) Is the training coordinator a:

\_\_\_\_\_ Part-time official

\_\_\_\_\_ Full-time official

- (c) If the coordinator is a part-time official approximately what percentage of this person's time is devoted to general training activities?

\_\_\_\_\_ %

- 2.(a) What is your total training budget?

\$ \_\_\_\_\_

- (b) What percentage does this represent of your total budget?

\_\_\_\_\_ %

3. - Please check any of the following facilities you have or have the use of:

Classrooms	Yes _____ No _____	Number of rooms _____ Seating capacity (each classroom) _____
Gymnasium	Yes _____ No _____	_____
Auditorium	Yes _____ No _____	Seating capacity _____
Indoor ranges	Yes _____ No _____	Number of positions _____
Outdoor ranges	Yes _____ No _____	Number of positions _____
Police library	Yes _____ No _____	
Driving course	Yes _____ No _____	
Dormitory	Yes _____ No _____	Number of beds _____

GENERAL

4. - Please circle the average (mean) level of education in your department: Use the figure 12 for high school equivalency.
- 1 2 3 4 5 6 7 8 9 10 11 12 13 14 15 16
- 5.(a) Have special educational programs been established in cooperation with a local college or university?
- Yes \_\_\_\_ No \_\_\_\_
- Name of the institution(s) \_\_\_\_\_
- (b) If yes, can such programs lead to a degree?
- Yes \_\_\_\_ No \_\_\_\_
6. - Are officers encouraged to attend a local college or university for the purpose of taking or monitoring courses?
- Yes \_\_\_\_ No \_\_\_\_
7. - Does the municipality or department pay tuition or registration costs for officers voluntarily attending and successfully completing a course at a local college or university?
- Yes \_\_\_\_ No \_\_\_\_ Partial \_\_\_\_
8. - What subjects do officers generally take?
- \_\_\_\_ Police administration
- \_\_\_\_ Law
- \_\_\_\_ English
- \_\_\_\_ Sociology
- \_\_\_\_ Psychology
- \_\_\_\_ Other (specify) \_\_\_\_\_
9. - How many officers have attended or are attending a local university or college since September 1, 1966? \_\_\_\_\_

In the absence of a local definition of a police recruit consider for the purposes of this questionnaire a recruit to be one serving his first twelve months on the police force. Please answer the following questions regarding recruits in the context of this definition.

RECRUIT TRAINING

10. - Does your department require newly appointed men to attend and complete a recruit school?
- Yes \_\_\_\_ No \_\_\_\_

- 11.(a) Does your department conduct recruit training?
- Yes \_\_\_\_ No \_\_\_\_
- (b) If no, do you send your recruits to some other agency for their training?
- Yes \_\_\_\_ No \_\_\_\_
- (c) If the answer to the above question is yes, list the agencies and the number of your recruits it has trained in the last 5 years.
- |              |                               |
|--------------|-------------------------------|
| _____ Agency | No. of recruits trained _____ |
| _____ Agency | No. of recruits trained _____ |
| _____ Agency | No. of recruits trained _____ |
- 12.(a) Is your recruit training conducted for recruits only?
- Yes \_\_\_\_ No \_\_\_\_
- (b) If no, who else attends? \_\_\_\_\_
- 13.(a) Do recruits in your department ever attend other training in lieu of recruit training?
- Yes \_\_\_\_ No \_\_\_\_
- (b) If yes, what is this training?
- \_\_\_\_ In-Service training
- \_\_\_\_ Other (please specify) \_\_\_\_\_
14. - If your department conducts recruit training, how many hours are devoted to the following:
- \_\_\_\_ Classroom work
- \_\_\_\_ Field training
- \_\_\_\_ Total training hours
- \_\_\_\_ Not applicable
- 15.(a) Do you offer recruit training to other police agencies as a part of your recruit training?
- Yes \_\_\_\_ No \_\_\_\_
- (b) If the answer to 15a is yes, does your department pay for all incidental training costs?
- Yes \_\_\_\_ No \_\_\_\_

(c) If the answer to the question 15b is no, briefly describe the manner of assistance given your department: \_\_\_\_\_

16. - If your department conducts recruit training check any of the following sources for your instructional staff:

\_\_\_\_\_ Not applicable

\_\_\_\_\_ Own police staff \_\_\_\_\_% of training in relation to total

\_\_\_\_\_ Police staff of other municipal agencies

\_\_\_\_\_ State police staff

\_\_\_\_\_ Federal police

\_\_\_\_\_ Police professors

\_\_\_\_\_ Other university professors

\_\_\_\_\_ Medically trained persons

\_\_\_\_\_ Local or other legally trained persons

\_\_\_\_\_ Others (please specify) \_\_\_\_\_

17. - What is the average (mean) number of years police experience of your department instructors who conduct recruit training?

\_\_\_\_\_ Years of police experience

\_\_\_\_\_ Not applicable

18.(a) If you conduct recruit training have you established instructor requirements?

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

(b) If yes, briefly describe these requirements: \_\_\_\_\_

19.(a) Would you as a police administrator, favor a recruit training program?

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

(b) If yes, which would you favor:

\_\_\_\_\_ Mandatory training

\_\_\_\_\_ Voluntary training

20. - If recruit training were available or provided on a state-wide basis what locations would you prefer?

\_\_\_\_\_ Central location

\_\_\_\_\_ Several regional locations

\_\_\_\_\_ Mobile or circuit training

21. - How many recruit programs per year would you consider to be both desirable and practical?

\_\_\_\_\_ 1 per year

\_\_\_\_\_ 2 per year

\_\_\_\_\_ Other (specify) \_\_\_\_\_

22. - If a central school could be provided would you consider its merit sufficient to warrant your officers attending?

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

23.(a) Would you consider a central agency best qualified to coordinate training activities?

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

(b) If no, what plan would you advocate? \_\_\_\_\_

#### LEGAL CONSIDERATIONS

24.(a) Have civil liability proceedings been initiated where it was asserted that your municipality was negligent in training its police officers?

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

(b) If yes, please describe fully and cite the case: \_\_\_\_\_

25.(a) Have civil liability proceedings been initiated where it was asserted that the individual police officer was negligent in performing his duty?

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

25.(b) If yes, please describe fully and cite the case: \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

Proposed Minimum Basic Course - 160 Hours  
for Maine Local Government  
Law Enforcement Officers

The following is a proposed minimum basic course for police recruits.  
Your are invited to comment upon the questionnaire by deleting or adding subjects and altering the hours of instruction devoted to a subject.  
Your critical comments will be helpful in the establishment of a proper course of instruction for police recruits.

	<u>SUBJECTS</u>		<u>HOURS</u>
I.	<u>INTRODUCTORY</u>		
	1. Registration, Orientation, Classroom	1	
	Note-Taking and Note Books		
	2. Historical Development of Law	1	2
	Enforcement as a Profession		
II.	<u>POLICE AND THE PUBLIC</u>		
	1. Ethics and the Law Enforcement	1	
	Officer		
	2. Creating a Favorable Public Image	1	
	3. Police and the Minority Group	1	
	4. Human Relations and Applied Psychology	7	10
III.	<u>LEGAL SUBJECTS</u>		
	1. Civil Rights, Constitutional	3	
	and Statutory		
	2. Court Organization and Procedures	2	
	in Maine		
	3. Maine Criminal Law	11	
	4. Laws of Arrest	5	

	<u>SUBJECTS</u>		<u>HOURS</u>
III.	<u>LEGAL SUBJECTS (Cont'd.)</u>		
	5. Laws of Search and Seizure	5	
	6. Rules of Evidence	5	
	7. Statements, Admissions and	2	
	Confessions		
	8. Jurisdiction of Local, County,	2	35
	State and Federal Agencies		
IV.	<u>TRAFFIC</u>		
	1. Traffic Problems and Control	2	
	2. Acts Regulating Traffic	4	
	3. Driver Licensing	2	
	4. Maine Motor Vehicle Laws	2	
	5. Techniques and Methods of Traffic	6	
	Law Enforcement		
	6. Accident Investigation and Reporting	8	
	7. Signals and Gestures in Traffic Control	1	25
V.	<u>CRIMINAL INVESTIGATIONS</u>		
	1. General Principles	2	
	2. Principles of Interviewing and	2	
	Interrogation		
	3. Collection, Identification and	3	
	Preservation of Physical Evidence		
	4. Principles of Searching a Crime Scene,	4	
	Including Practical Problem		
	5. Stolen Motor Vehicles	2	
	6. Basic Fingerprinting, Including Latent	3	16
	Print Demonstration		

	<u>SUBJECTS</u>		<u>HOURS</u>
VI.	<u>RECORDS AND REPORTS</u>		
	1. Basic Police Record Systems	1	
	2. Reports and Report Writing	4	
	3. Traffic Records and Their Uses	1	6
VII.	<u>PATROL PROCEDURES</u>		
	1. Proper Use of Police Radio and Communication Systems	1	
	2. Techniques of Patrol	4	5
VIII.	<u>SPECIALIZED SUBJECTS</u>		
	1. Emergency Aid to Persons	10	
	2. Recognition and Handling of Abnormal Persons	2	
	3. Crime, Causation and Control	3	
	4. Juvenile Matters	4	
	5. Police Control of Crowds and Mob Action	3	
	6. Techniques and Mechanics of Arrest	4	
	7. Physical Education, Including Defense Tactics	10	
	8. Firearms Training	16	
	9. Testifying in Court	3	55
IX.	<u>EXAMINATIONS</u>	<u>6</u>	<u>5</u>
	Total		160

APPENDIX D

LAW ENFORCEMENT TRAINING AND STANDARDS DEVELOPMENT  
QUESTIONNAIRE



Name of State \_\_\_\_\_  
 Attorney General's Name \_\_\_\_\_  
 Address \_\_\_\_\_  
 Telephone Number \_\_\_\_\_

**LAW ENFORCEMENT TRAINING & STANDARDS DEVELOPMENT LEGISLATION**  
**QUESTIONNAIRE**

**Instructions**

1. Please print
2. Complete all answers as fully as possible
3. Answers to this questionnaire should be as of November 1, 1967.
4. Please return this form to:

Project Administrator  
 Maine Municipal Police Training and  
 Standards Development Project  
 Bureau of Public Administration  
 University of Maine  
 Orono, Maine 04473

1. Does your State have law enforcement training legislation? Yes \_\_\_\_\_ No \_\_\_\_\_
2. If your answer was no to question #1, which of the following is applicable to you?  
 \_\_\_\_\_ no law contemplated  
 \_\_\_\_\_ law contemplated  
 \_\_\_\_\_ legislation has been introduced but failed to pass  
 If you answered no to question #1 the following questions need not be answered.
3. Which type of training legislation do you have?  
 \_\_\_\_\_ voluntary  
 \_\_\_\_\_ mandatory
4. Please indicate the year your legislation was passed. \_\_\_\_\_
5. Please cite your State law. (e.g. Chap. 526 Ark. Statute) \_\_\_\_\_

6. How is your program funded? \_\_\_\_\_  
 \_\_\_\_\_
- 7a. Do you have a central agency coordinating training activities? Yes \_\_\_\_\_ No \_\_\_\_\_
- b. If yes, what is the name of the central agency designated to administer your program? \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_
- c. If no, what system is provided for coordinating training? \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_
8. Is your central agency empowered to establish minimum standards for police recruits? Yes \_\_\_\_\_ No \_\_\_\_\_
9. How many hours of training are provided for police recruits? \_\_\_\_\_
10. In your State police recruit training is conducted at which of the following:  
 \_\_\_\_\_ central location  
 \_\_\_\_\_ several regional locations  
 \_\_\_\_\_ other (Please specify) \_\_\_\_\_  
 \_\_\_\_\_

## APPENDIX E

## IOWA STANDARD PRELIMINARY APPLICATION

## APPENDIX E

IOWA STANDARD  
PRELIMINARY APPLICATIONWork Desired \_\_\_\_\_  
Second Choice \_\_\_\_\_  
Third Choice \_\_\_\_\_

1. Name (print) \_\_\_\_\_ Sex \_\_\_\_\_
2. Present address \_\_\_\_\_ City \_\_\_\_\_ State \_\_\_\_\_
3. How long at this address \_\_\_\_\_ Phone \_\_\_\_\_ Own or Neighbors \_\_\_\_\_
4. Date of birth \_\_\_\_\_ Place of birth: \_\_\_\_\_ City \_\_\_\_\_ State \_\_\_\_\_
5. Age \_\_\_\_\_ Height \_\_\_\_\_ (Without shoes) \_\_\_\_\_ Weight \_\_\_\_\_
6. Single, married, widowed, divorced or separated? \_\_\_\_\_
7. Name of last or present employer \_\_\_\_\_

How long did you work there? From \_\_\_\_\_ to \_\_\_\_\_  
(month) (year) (month) (year)

Salary or wages \_\_\_\_\_

Your position and nature of duties \_\_\_\_\_

Reason for leaving \_\_\_\_\_

8. Were you ever in the U. S. armed forces? \_\_\_\_\_ Branch of service \_\_\_\_\_

Length of service \_\_\_\_\_

9. Have you ever drawn a disability pension or compensation or otherwise been reimbursed for an illness or injury? \_\_\_\_\_ If "yes," explain. \_\_\_\_\_

10. Do you know of anything that might possibly disqualify you for appointment to, or prevent the full discharge of, the duties of the position for which you are applying? \_\_\_\_\_ If answer is "yes," explain on a separate sheet.

Date \_\_\_\_\_ Signed \_\_\_\_\_

Source: "Iowa Standard Preliminary Application," as shown in International City Managers Association, *Municipal Police Administration*, op. cit., p. 139.

APPENDIX F

IOWA STANDARD APPLICATION

APPENDIX F

IOWA STANDARD APPLICATION

Use typewriter or ink. Applications not properly filled out will not be accepted. You will be judged in part on the neatness and completeness of this application. Read the application through once before starting.

Work  
Desired \_\_\_\_\_  
Second \_\_\_\_\_  
Choice \_\_\_\_\_  
Third \_\_\_\_\_  
Choice \_\_\_\_\_

1. Name (print) \_\_\_\_\_ Sex \_\_\_\_\_ Date \_\_\_\_\_  
Last First Middle

2. Present address \_\_\_\_\_ City \_\_\_\_\_ State \_\_\_\_\_

3. How long at this address \_\_\_\_\_ Phone \_\_\_\_\_ Own or Neighbors \_\_\_\_\_

4. Addresses for the past ten years. (Do not include present address -- Place most recent address first and work back.)

Street and Number	City and State	From Month and Year	To Month and Year

5. Would you be willing to take a lie detector test over the statements made in this application? \_\_\_\_\_

6. Date of birth \_\_\_\_\_ Place of birth: City \_\_\_\_\_ State \_\_\_\_\_

7. Are you a citizen of the United States of America? \_\_\_\_\_ If naturalized, give all details (date of final papers, country of birth, date and port of entry, etc.) on a separate sheet.

8. Age \_\_\_\_\_ Height (without shoes) \_\_\_\_\_ Weight \_\_\_\_\_ Race (check) White \_\_\_\_\_ Negro \_\_\_\_\_ Other \_\_\_\_\_

9. Single, married, widowed, divorced or separated? \_\_\_\_\_  
If under more than one classification, show both.  
If divorced or separated, give wife's or husband's present name and address \_\_\_\_\_

10. If married, how long? \_\_\_\_\_ How many people are completely dependent upon you for support? \_\_\_\_\_  
Partially? \_\_\_\_\_

11. Is your wife or husband now employed? \_\_\_\_\_ By whom? \_\_\_\_\_

12. Is any member of your family in poor health? \_\_\_\_\_

13. Do you have any relatives living in a foreign country? \_\_\_\_\_

## APPENDIX F (continued)

	Place of Birth	Age
14. Father's Name		
Mother's Maiden Name		
Wife's maiden name or husband's name		

15. What income do you have at present, in addition to your regular salary or wages? \_\_\_\_\_

16. Have you ever drawn a disability pension or compensation or otherwise been reimbursed for an illness or injury? \_\_\_\_\_  
If "yes", explain on a separate sheet.

17. How much time have you lost from work during the last five years due to illness or injury? \_\_\_\_\_

18. Have you ever been refused life insurance? \_\_\_\_\_ Who is your beneficiary? Name \_\_\_\_\_

19. How much life insurance do you carry? \_\_\_\_\_ Address \_\_\_\_\_ Relationship to you: \_\_\_\_\_

20. What charge or time payment accounts do you now have?

Name of Firm	Address	Type of Merchandise

21. Do you rent, own your own home, or live with relatives? \_\_\_\_\_

22. Do you own a car? \_\_\_\_\_ Make \_\_\_\_\_ Year \_\_\_\_\_ Amount owed on it \_\_\_\_\_

23. Do you own your own furniture? \_\_\_\_\_ Amount owed on it \_\_\_\_\_

24. Have you ever been sued or had your wages garnisheed? \_\_\_\_\_ If answer is "yes", explain on a separate sheet.

25. Have your creditors treated you fairly? \_\_\_\_\_

26. Were you ever in the U. S. Army, Navy, Marine Corps or any other military organization? \_\_\_\_\_  
If answer is "yes", give date of enlistment, discharge, type of discharge, ranks held and whether or not you saw active duty.

27. Were you ever court martialed, or subject to other disciplinary action? \_\_\_\_\_

28. Are you a member, or have you ever been associated with, any Bund, Communist group, or any group or organization advocating the overthrow of the United States government by force? \_\_\_\_\_  
If answer is "yes", explain on a separate sheet.

29. Do you use any intoxicating liquor? \_\_\_\_\_ Moderately? \_\_\_\_\_ In excess? \_\_\_\_\_

30. Have you ever been arrested FOR ANY REASON (including traffic arrests or tickets)? \_\_\_\_\_  
If answer is "yes", give date and city of arrest, reason for arrest and disposition of case.

31. Were you ever involved in a traffic accident while you were driving? \_\_\_\_\_  
(If so, describe the circumstances briefly on a separate sheet, and tell what settlement was made, whether any charges were filed, etc.)

32. Has your driver's license ever been revoked or suspended? \_\_\_\_\_ If "yes", explain on a separate sheet.

33. What are your hobbies? \_\_\_\_\_

## APPENDIX F (continued)

34. List any skilled trades you may know, and state the extent of your experience in each: \_\_\_\_\_

35. Education:

Name of School	Location (City and State)	From Mo. & Yr.	To Mo. & Yr.	Highest Grade Completed
Grade School				
Grammar or Junior High				
High School				

Were you graduated from high school? \_\_\_\_\_

Name of College or University	Location (City and State)	From Mo. & Yr.	To Mo. & Yr.	Years Completed

Did you graduate? \_\_\_\_\_ Major and Minors \_\_\_\_\_

Other education, including additional Colleges or Universities, night schools, trade schools, correspondence courses, etc.

Name of School	Location (City and State)	From Mo. & Yr.	To Mo. & Yr.	Part or Full-time

Type of training: \_\_\_\_\_

Name of School	Location (City and State)	From Mo. & Yr.	To Mo. & Yr.	Part or Full-time

Type of training: \_\_\_\_\_

36. References: Give the names of three responsible persons, other than relatives or former employers, who know you well enough to give information about you.

Name	Address	Occupation	How Long Acquainted

37. Are any of your relatives now employed by the governmental unit that gave you this application? \_\_\_\_\_  
(If "yes", tell who, in what department, etc.) \_\_\_\_\_

38. Do you know of anything that might possibly disqualify you for appointment to, or prevent the full discharge of the duties of, the positions for which you are applying? \_\_\_\_\_ If answer is "yes", explain on a separate sheet.

39. You may indicate in the space below and on additional blank sheets, if necessary, such experience, training or ability that you believe will qualify you for the position for which this application is filed. Describe fully positions you have held which required executive ability, the exercise of authority or the ability to lead others.

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

40. Employment: Start with the place where you are now employed or where you were last employed and give a complete record of all employment since you first started to work. Include service in the armed forces. Show all periods of unemployment. If former employers are now out of business, state this fact. If you were in business for yourself, give nature, location, and names of two clients. Be accurate. You must account for all of your time.

Company Name and Address	From Month	To Month	Total time in Months	Salary or Wages	Your Position and Nature of Duties	Reason for Leaving
Last or Present Employer Address	Year	Year				
Previous Employer Address	Month	Month				
	Year	Year				
Previous Employer Address	Month	Month				
	Year	Year				
Previous Employer Address	Month	Month				
	Year	Year				
Previous Employer Address	Month	Month				
	Year	Year				
Previous Employer Address	Month	Month				
	Year	Year				

If you do not have sufficient space to give your complete employment record, attach an additional sheet and continue as above.

Paste in this space an individual photograph of yourself, not in a group, that was taken within the last two years. Write your name in ink on the back of the photograph.

It will not be necessary to furnish a photograph if the person issuing applications has initialed on this line:

I hereby certify that there are no willful misrepresentations in, or falsifications of, the above statements and answers to questions. I am aware that should investigation disclose such misrepresentation or falsifications, my application will be rejected and I will be disqualified from applying in the future for any position with this governmental agency. I also authorize my former employers to give any information regarding my employment, together with any information they may have regarding me whether or not it is on their records. I hereby release them and their company for any damage whatsoever for issuing same.

Date \_\_\_\_\_ Signed \_\_\_\_\_

Witness \_\_\_\_\_

Source: State University of Iowa, Institute of Public Affairs, "Iowa Standard Application," as shown in International City Managers Association, *Municipal Police Administration*, op. cit., pp. 140-143.

INFORMATION FOR POSSIBLE INCLUSION IN THE APPLICATION FORM

## Vital Statistics

Name (first, middle, last)  
 Other names used at any time (before adoption, etc.)  
 Address (number, street, city, zone, state) (home)  
 Telephone number (home)  
 Length of time at present address (months/years)  
 Length of continuous residence in city (months/years)  
 List of prior addresses (since birth, or past 10 years)  
 Date and place of birth  
 Age and sex  
 Height (in bare feet)  
 Weight (stripped)  
 Color of eyes and hair  
 Complexion (dark, light, ruddy)  
 Build (light, heavy, medium)  
 Marks and scars  
 Descent or nationality  
 Citizenship (born or naturalized)  
 Drivers license number  
 Social security number  
 Blood type

## Family Information

Name of Father  
 Address and telephone number  
 Occupation and place of work  
 Date and place of birth  
 Age  
 If deceased, date and cause of death  
 Name of Mother  
 Address and telephone number  
 Occupation and place of work  
 Date and place of birth  
 Age  
 If deceased, date and cause of death  
 Names of Brothers  
 Addresses and telephone numbers  
 Ages and occupations  
 Names of Sisters  
 Addresses and telephone numbers  
 Ages and occupations  
 Marital Status (single, married, divorced, widowed, separated)  
 Name of Wife (maiden name)  
 Occupation and place of work  
 Date and place of birth  
 Age  
 Date and Place Married  
 Names of Children  
 Age  
 Names of Father-and Mother-in-Law  
 Address and telephone number  
 Occupation and place of work  
 Age and place of birth  
 If Divorced, Name of Ex-wife (maiden name)

Address and telephone number  
 Occupation and place of work  
 Present name used  
 Date of divorce and authority for divorce  
 If Widowed, Name of Deceased Wife (maiden name)  
 Date and place of death  
 Cause of death  
 If Separated, Name of Wife (maiden name)  
 Address and telephone number  
 Occupation and place of work  
 Present name used.

## Education

Elementary  
 Name of school  
 Address  
 Dates attended  
 Diploma?  
 High School  
 Name of school  
 Address  
 Dates attended  
 Diploma?  
 College or University  
 Name of school  
 Address  
 Major and minor  
 Dates attended  
 Degree?  
 Industrial or Trade Schools  
 Name of school  
 Address  
 Subject  
 Dates attended  
 Certificate?  
 Correspondence Courses  
 Name of school  
 Address  
 Subject  
 Dates undertaken  
 Certificate?  
 Special Skills and Courses, Licenses and Certificates (First Aid, Lifesaving, Radio Amateur, etc.)  
 Foreign Languages (read, speak, write)

## Service Record

Branch (Air Force, Navy, Army, Marine Corps)  
 Date of Enlistment  
 Rate or Rank at Enlistment  
 Date of Discharge  
 Rate or Rank at Discharge

Total Active Service (months/years)  
 Type of Discharge  
 Serial Number  
 Service Schools Attended  
   Names of school  
   Dates of attendance  
   Subject  
 Military Specialities  
 Overseas Duty  
 Combat Duty  
 Medals and Citations  
 Disciplinary Actions or Court Martials  
 Reserve Unit Membership  
   Active  
   Inactive  
 Draft Status  
 Draft Board Number

#### Financial Information

List Charge Accounts  
 List Outside Sources of Income  
 List Outstanding Indebtedness  
 List Banks where you have accounts (Savings/Checking)  
 Rent, Share, or Own Home?  
   Mortgage on home?  
 Own Automobile?  
   Contract on auto?  
 Have you ever been Bonded?  
   Address and name of bonding company  
 Last year filed Federal Income Tax (year)  
 Are there any unpaid judgments against you?  
 Are you delinquent in property or other taxes?  
 Have you ever filed for Bankruptcy? (Explain)

#### Condition of Health

Time lost through illness during past five years  
 Have you ever been refused Life Insurance?  
   Name of company and reason  
 Have you ever drawn or filed for disability pension?  
 Have you ever consulted a physician or practitioner or suffered from any of the following? (Explain)  
   Epilepsy; Fits; Vertigo; Dizziness; Fainting Spells; Disease of Brain or Nervous System; Disease of Heart, Lungs, Tonsils, Nose, Throat or Kidneys, Syphilis, Tuberculosis, Rheumatism, Diabetes, Goiter, Ulcer, Tumor, Cancer, or Varicose Veins; Pain in Back, Legs or Feet; Disease in Skin, Bones, Glands, Eyes, or Ears, Stomach, Intestines, Liver or Rectum; Rupture, Appendicitis, Colic.

#### Former Employments

Give a chronological history of all employment, both full-time and part-time, beginning with your most recent job and working backwards. List all periods of unemployment.  
 Firm Name and Address; Telephone Number

Kind of Business  
 Date Started and Date Left  
 Reason for Leaving  
 Promotions, Demotions  
 Duties  
 Starting Salary, Final Salary  
 Name of Immediate Supervisor

#### References

Character References who know you intimately (five)  
   Names and addresses and telephone number  
   Occupation  
   Number of Years Known  
 Social References (not relatives, supervisors, or teachers) (five)  
   Names and addresses and telephone number  
   Occupation  
   Number of Years Known  
 Neighbors (three)  
   Names and addresses and telephone number  
   Occupation  
   Number of years known

(Occasionally, a voucher type of reference is incorporated into the application form, and requires the actual signature of the reference).

#### General Information

Have You Ever Been Arrested? (Felony or Misdemeanor)  
   Date and Court  
   Offense  
   Disposition  
 Have you Ever Been Arrested While in the Military?  
   Date and Court  
   Offense  
   Disposition  
 List Traffic Violations (Tickets Received) for the past Five Years  
 Has Your Driver's License Ever Been Revoked? Explain.  
 Have you ever applied for a police position before?  
   Name and address of agency  
 List the names of all clubs, societies, fraternities, fraternal organizations, labor organizations, and professional groups to which you belong, or have belonged:  
 Name of Organization and Address  
   Position or office held  
   Dates of membership

STATUS CHART OF LAW ENFORCEMENT  
TRAINING IN THE U. S.

APPENDIX H

LEGISLATION IN THE UNITED STATES AS OF NOVEMBER 1, 1967

STATE and STATE LAW	STATUS	YEAR PASSED	FUNDING	ADMINISTERING AGENCY	EMPOWERED TO ESTABLISH MINIMUM STANDARDS FOR RECRUITS	HOURS OF INSTRUCTION FOR POLICE RECRUITS	LOCATION FOR CONDUCTING RECRUIT TRAINING
1. Alabama	law contemplated						
2. Alaska	no law contemplated						
3. Arizona	law contemplated						
4. Arkansas acts 1963 no 526, Ark Statute annotated 42 - 701	voluntary	1963	legislative appropriation	Arkansas Law Enforcement Training Academy	no	3 weeks	central in metropolitan areas training provided locally
5. California Cal penal code part 4 title 4 chap 1	voluntary	1959	\$5 penalty assessment on every \$20 of criminal fine or portion (not traffic or fish and game)			200	dept. run academies non-college affiliated- 17 college affiliated- 28 pre-service college-46 all certified by POST



STATE and STATE LAW	STATUS	YEAR PASSED	FUNDING	ADMINISTERING AGENCY	EMPOWERED TO ESTABLISH MINIMUM STANDARDS FOR RECRUITS	HOURS OF INSTRUCTION FOR POLICE RECRUITS	LOCATION FOR CONDUCTING RECRUIT TRAINING
6. Colorado chapter 263 Session Laws of Colorado 1965	voluntary		60% by State, balance by political sub-division employing trainee	Chief of Colorado Highway Patrol designated as Superintendent of the Academy	no	234	central at National Guard Training Camp
7. Connecticut Sec 7-294 a - e Gen Stat	mandatory	1965	legislative appropriation	Municipal Police Training Council	no	160	central
8. Delaware	law contemplated						
9. Florida chapter 67 - 230 Laws of Florida	mandatory	1967	legislative appropriation	Police Standards Council	yes	not determined to date	not determined to date
10. Georgia Ga. Laws 1962 No. 853	voluntary		legislative appropriation and fees charged to municipal gov'ts for training	Georgia Police Academy Board	yes (voluntary compliance)	3 weeks	central

STATE and STATE LAW	STATUS	YEAR PASSED	FUNDING	ADMINISTERING AGENCY	EMPOWERED TO ESTABLISH MINIMUM STANDARDS FOR RECRUITS	HOURS OF INSTRUCTION FOR POLICE RECRUITS	LOCATION FOR CONDUCTING RECRUIT TRAINING
11. Hawaii Sections 145-5, 150-5 Revised laws of Hawaii 1955, 7-106	mandatory	1959	minimum appropriation to various police departments	Voluntary cooperation among county police departments	no		Counties of Hawaii Kauai, Maui and City and County of Honolulu
12. Idaho	legislation introduced but failed to pass						
13. Illinois chap 85 section 501 Ill. Rev. Statutes 1965	voluntary	1965	legislative appropriation	Illinois local Governmental Law Enforcement Officers Training Board	no		several regional locations
14. Indiana Ind. Stat Sec 63-3301 et seq.	mandatory	1967	legislative appropriation	Law Enforcement Training Board	yes		
15. Iowa chapter 112 Acts of the 62nd Gen. Assembly	mandatory	1967	legislative appropriation	Iowa Law Enforcement Academy Council	yes	not determined to date	central

STATE and STATE LAW	STATUS	YEAR PASSED	FUNDING	ADMINISTERING AGENCY	EMPOWERED TO ESTABLISH MINIMUM STANDARDS FOR RECRUITS	HOURS OF INSTRUCTION FOR POLICE RECRUITS	LOCATION FOR CONDUCTING RECRUIT TRAINING
16. Kansas	legislation introduced but failed to pass						
17. Kentucky	law contemplated						
18. Louisiana	law contemplated						
19. Maine	legislation introduced but failed to pass						
20. Maryland Art 41 Sec 70A Maryland code anno- tated	mandatory	1966	legislative appropriation	Maryland Police Training Commission	yes	160	at 12 existing departmental academies and at regional schools operated by the commission

STATE and STATE LAW	STATUS	YEAR PASSED	FUNDING	ADMINISTRATIVE AGENCY	EMPOWERED TO ESTABLISH MINIMUM STANDARDS FOR RECRUITS	HOURS OF INSTRUCTION FOR POLICE RECRUITS	LOCATION FOR CONDUCTING RECRUIT TRAINING
21. Massachusetts Mass. Stat ch 6, sec 116-19; chap 41, sec 96B amended Aug, 3, 1967 chap 504	mandatory	1964	legislative appropriation	Municipal Police Training Council	no	180	several regional locations
22. Michigan act 203 of the Public Acts 1965	voluntary	1965	additional costs on criminal fines	Michigan Law Enforcement Training Council	yes	130	several regional locations
23. Minnesota Minn. statutes 626.841	mandatory	1967	legislative appropriation 5 municipalities provide own funding	Minnesota Peace Officers Training Board	yes	120	several regional locations
24. Mississippi Sec 8086-01 -8086-11 Miss. code of 1942. Recompiled	voluntary	1964	legislative appropriation	Department of Public Safety	no	120	central
25. Missouri	no law contemplated						

STATE and SEATE LAW	STATUS	YEAR PASSED	FUNDING	ADMINISTERING AGENCY	EMPOWERED TO ESTABLISH MINIMUM STANDARDS FOR RECRUITS	HOURS OF INSTRUCTION FOR POLICE RECRUITS	LOCATION FOR CONDUCTING RECRUIT TRAINING
26. Montana 16 - 3705 1967	mandatory	1967	municipal expenditures	Montana Law Enforcement Academy Advisory Board	no		University of Montana (central)
27. Nebraska	legislation introduced but failed to pass						
28. Nevada NRS 216.010 -080	mandatory	1965 effective date 1967	State Department of vocational education	Nevada Peace Officers Standards and Training Commission	yes	72	several regional locations
29. New Hampshire	legislation introduced but failed to pass						
30. New Jersey 52:17.63 et al	mandatory	1966	legislative appropriation	State of New Jersey Police Training Commission	no	192	14 regional locations

STATE and STATE LAW	STATUS	YEAR PASSED	FUNDING	ADMINISTERING AGENCY	EMPOWERED TO ESTABLISH MINIMUM STANDARDS FOR RECRUITS	HOURS OF INSTRUCTION FOR POLICE RECRUITS	LOCATION FOR CONDUCTING RECRUIT TRAINING
31. New Mexico	no law contemplated						
32. New York (A) Sec 480-487 Executive Law (B) Chap 67LL of 1967 (209-Q) Gen. Mun. Law	mandatory	1959	legislative appropriation	Municipal Police Training Council	yes	240	several regional locations
33. North Carolina	law contemplated						
34. North Dakota Chap 54-50 N.D. Century code replaced by broader chap 12-61 -1967	mandatory w/o enforcement	1963	legislative appropriation	North Dakota Combined Law Enforcement Council	yes	160 (1968)	several regional locations
35. Ohio Sec. 109.71-109.77 Revised code of Ohio	mandatory	1965	legislative appropriation	Ohio Peace Officer Training Council	yes	120	several regional locations

STATE and STATE LAW	STATUS	YEAR PASSED	FUNDING	ADMINISTERING AGENCY	EMPOWERED TO ESTABLISH MINIMUM STANDARDS FOR RECRUITS	HOURS OF INSTRUCTION FOR POLICE RECRUITS	LOCATION FOR CONDUCTING RECRUIT TRAINING
36. Oklahoma Title 70 O.S. 3311	mandatory	1967	State and local appropriation	Southwest Center for Law Enforce- ment Education University of Oklahoma	no	120	central and regional
37. Oregon 181.610- 181.690 Oregon Rev. statutes chap 305. Oregon Laws 1967	mandatory (1 Jan. 1968)	1967	legislative appropriation	Board on Police Standards and Training	yes	120	central (State Academy) several regional locations
38. Pennsylvania	no law contemplated						
39. Rhode Island	law contemplated						
40. South Carolina S.C. code 1962 Sec. 53-21-53- 26	voluntary	1953	legislative appropriation	Extension Div. University of South Carolina	yes	128	several regional locations

STATE and STATE LAW	STATUS	YEAR PASSED	FUNDING	ADMINISTERING AGENCY	EMPOWERED TO ESTABLISH MINIMUM STANDARDS FOR RECRUITS	HOURS OF INSTRUCTION FOR POLICE RECRUITS	LOCATION FOR CONDUCTING RECRUIT TRAINING
41. South Dakota amend to SDC 55.1603 Subsection (6) 1966 Sessions Laws Chap 161	voluntary	1966	legislative appropriation municipalities pay room, board & transportation	Division of Criminal Investigation Attorney General's office	no	106	several regional locations
42. Tennessee	law contemplated						
43. Texas Art 441351 -9 Vernon's Ann. Civil Statutes	voluntary	1966	legislative appropriation	Texas Commission on Law Enforcement Officers Standards and Education	yes	240	several regional locations
44. Utah Utah code Ann. 67-15-1-67 -15-20 Supp 1967	mandatory	1967	legislative appropriation	Council on Peace Officer Training	yes	200	several regional locations
45. Vermont Title 20 USA chap 151	mandatory	1967	legislative appropriation	Vermont Law Enforcement Training Council	yes	not determined to date	will establish one training school

STATE and STATE LAW	STATUS	YEAR PASSED	FUNDING	ADMINISTERING AGENCY	EMPOWERED TO ESTABLISH MINIMUM STANDARDS FOR RECRUITS	HOURS OF INSTRUCTION FOR POLICE RECRUITS	LOCATION FOR CONDUCTING RECRUIT TRAINING
46. Virginia	unknown						
47. Washington chap 158 laws of 1965 RCW 43.100	voluntary	1965	legislative appropriation	Washington Law Enforcement Officers Training Commission	yes	300	central
48. West Virginia	no law contemplated						
49. Wisconsin	law contemplated						
50. Wyoming	no law contemplated						

APPENDIX I

MAINE LAW ENFORCEMENT TRAINING COUNCIL ACT  
PROPOSAL NUMBER ONE

## STATE OF MAINE

IN THE YEAR OF OUR LORD NINETEEN HUNDRED  
SIXTY-EIGHT

## AN ACT to Establish the Maine Law Enforcement Training Council

Be it enacted by the People of the State of Maine, as follows:

Sec. 1. Title Revised Statutes is amended by adding a new chapter as follows:

## CHAPTER

## MAINE LAW ENFORCEMENT TRAINING COUNCIL

1. 5360. Purposes

2. The Legislature finds that the administration of justice is of
3. statewide concern, and that police work is important to the health,
4. safety and welfare of the people of this State and is of such a nature
5. as to require education and training of a professional character. It
6. is necessary and in the public interest to provide for the creation of
7. the "Maine Law Enforcement Training Council" for the purpose of encouraging
8. and aiding municipalities and other local government agencies of the
9. State in their efforts to raise the level of local law enforcement.

1. 5361. Definitions

2. As used in this chapter, "police officer" means any full-time employee
3. of a police department of a political subdivision who is responsible for
4. the prevention and detection of crime and the enforcement of the penal
5. traffic or highway laws and ordinances of Maine and any political
6. subdivision.

1. 5362. Maine Law Enforcement Training Council

2. Membership. The Maine Law Enforcement Training Council shall be

3. composed of 10 members selected as follows: The Chief of the Maine State
4. Police, the special agent in charge of the Federal Bureau of Investigation
5. for Maine, a representative appointed by the Maine Municipal Association,
6. the director of the Bureau of Public Administration at the University of
7. Maine, the Attorney General and the following to be appointed by the
8. Governor with the approval of the Executive Council: Three municipal
9. police chiefs, a county sheriff and a member of the Maine Bar.

10. - 2. Tenure. Except for the Chief of the Maine State Police, the special
11. agent in charge of the Federal Bureau of Investigation and the director
12. of the Bureau of Public Administration at the University of Maine, who
13. shall serve during their continuance in those offices, members shall be
14. appointed by the Governor for terms of 4 years, provided that no member
15. shall serve beyond the time when he holds the office or employment by
16. reason of which he was originally eligible for appointment. The terms
17. of members initially appointed by the Governor shall be 2 for 4 years,
18. 2 for 3 years and one for 2 years. The representative appointed
19. by the Maine Municipal Association shall serve a 4-year term. Any vacancy
20. on the Maine Law Enforcement Training Council shall be filled in the same
21. manner as the original appointment, but for the unexpired term.

22. - 3. Chairman and vice-chairman. The chairman and vice-chairman of the
23. Maine Law Enforcement Training Council shall be designated and selected
24. from the members of the council by the council.

25. - 4. Secretariat. The Executive Secretary of the Maine Municipal Association
26. shall serve without compensation as secretary to the council until such
27. time as an executive director of the Maine Law Enforcement Training Council
28. is appointed.

29. - 5. Compensation. Members of the Maine Law Enforcement Training Council  
 30. shall serve without compensation, but shall be entitled to receive reimburse-  
 31. ment for any actual expenses incurred as a necessary incident to such  
 32. service.
33. - 6. Reports. The council shall report annually to the Governor and  
 34. Legislature on its activities, and may make such other reports as it  
 35. deems necessary.
1. 5363. Powers
2. The council shall:
3. - 1. Programs. Conduct police training programs;
4. - 2. Guidelines. Establish guidelines for minimum educational and training  
 5. standards for admission to employment as a full-time police officer;
6. - 3. Standards. Certify police officers meeting minimum educational and  
 7. training standards;
8. - 4. Curriculum. Establish minimum curriculum requirements for basic, in-  
 9. service and advanced courses and programs for schools operated by or for the  
 10. State or any political subdivision thereof for the specific purpose of  
 11. training law enforcement officers;
12. - 5. Facilities for training. Approve institutions and facilities for  
 13. police officers;
14. - 6. Contracts. Accept grants or enter into contracts with the Federal  
 15. Government or other public or private agencies to do such things as may be  
 16. necessary and incidental to the administration of its authority pursuant to  
 17. this chapter;
18. - 7. Personnel. Employ an executive director and such other personnel as  
 19. may be necessary in the performance of its functions;
20. - 8. Programs through agencies. Maintain police training programs through  
 21. such agencies and institutions as the council may deem appropriate.

22. Sec. 2. Appropriation. There is appropriated from the General Fund  
 23. to the Maine Law Enforcement Training Council the sum of \$50,000 for  
 24. the fiscal year ending June 30, 1969, to carry out the purposes of  
 25. this Act.

## APPENDIX J

MAINE LAW ENFORCEMENT TRAINING COUNCIL ACT  
PROPOSAL NUMBER TWO

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---

STATE OF MAINE

---

IN THE YEAR OF OUR LORD NINETEEN HUNDRED  
SIXTY-EIGHT

---



---

AN ACT to Establish the Maine Law Enforcement Training Council

---

Be it enacted by the People of the State of Maine, as follows:

Sec. 1. Title Revised Statutes is amended by adding a new chapter as follows:

CHAPTER

MAINE LAW ENFORCEMENT TRAINING COUNCIL

1. 5360. Purposes
2. The Legislature finds that the administration of justice is of
3. statewide concern, and that police work is important to the health,
4. safety and welfare of the people of this State and is of such a nature
5. as to require education and training of a professional character. It
6. is necessary and in the public interest to provide for the creation of
7. the "Maine Law Enforcement Training Council" for the purpose of encouraging
8. and aiding municipalities and other local government agencies of the
9. State in their efforts to raise the level of local law enforcement.
1. 5361. Definitions
2. As used in this chapter, "police officer" means any full-time employee
3. of a police department of a political subdivision who is responsible for
4. the prevention and detection of crime and the enforcement of the penal
5. traffic or highway laws and ordinances of Maine and any political
6. subdivision.



1. 5362. Maine Law Enforcement Training Council
2. Membership. The Maine Law Enforcement Training Council shall be
3. composed of 10 members selected as follows: The Chief of the Maine State
4. Police, the special agent in charge of the Federal Bureau of Investigation
5. for Maine, a representative appointed by the Maine Municipal Association,
6. the director of the Bureau of Public Administration at the University of
7. Maine, the Attorney General and the following to be appointed by the
8. Governor with the approval of the Executive Council: Three municipal
9. police chiefs, a county sheriff and a member of the Maine Bar.
10. - 2. Tenure. Except for the Chief of the Maine State Police, the special
11. agent in charge of the Federal Bureau of Investigation and the director
12. of the Bureau of Public Administration at the University of Maine, who
13. shall serve during their continuance in those offices, members shall be
14. appointed by the Governor for terms of 4 years, provided that no member
15. shall serve beyond the time when he holds the office or employment by
16. reason of which he was originally eligible for appointment. The terms
17. of members initially appointed by the Governor shall be 2 for 4 years,
18. 2 for 3 years and one for 2 years. The representative appointed by the
19. Maine Municipal Association shall serve a 4-year term. Any vacancy on
20. the Maine Law Enforcement Training Council shall be filled in the same
21. manner as the original appointment, but for the unexpired term.
22. - 3. Chairman and vice-chairman. The chairman and vice-chairman of the
23. Maine Law Enforcement Training Council shall be designated and selected
24. from the members of the council by the council.
25. - 4. Secretariat. The training and tactical officer, Maine State Police
26. shall serve as the secretary to the Maine Law Enforcement Training Council
27. and shall coordinate and conduct police training programs.

28. - 5. Compensation. Members of the Maine Law Enforcement Training Council
29. shall serve without compensation, but shall be entitled to receive reimburse-
30. ment for any actual expenses incurred as a necessary incident to such
31. service.
32. - 6. Reports. The council shall report annually to the Governor and
33. Legislature on its activities, and may make such other reports as it
34. deems necessary.
1. 5363. Powers
2. The council shall:
3. - 1. Programs. Conduct police training programs;
4. - 2. Guidelines. Establish guidelines for minimum educational and training
5. standards for admission to employment as a full-time police officer;
6. - 3. Standards. Certify police officers meeting minimum educational and
7. training standards;
8. - 4. Curriculum. Establish minimum curriculum requirements for basic, in-
9. service and advanced courses and programs for schools operated by or for the
10. State or any political subdivision thereof for the specific purpose of
11. training law enforcement officers;
12. - 5. Facilities for training. Approve institutions and facilities for
13. police officers;
14. - 6. Contracts. Accept grants or enter into contracts with the Federal
15. Government or other public or private agencies to do such things as may be
16. necessary and incidental to the administration of its authority pursuant to
17. this chapter;
18. - 7. Personnel. Employ such other personnel as may be necessary in the
19. performance of its functions.
20. - 8. Programs through agencies. Maintain police training programs through
21. such agencies and institutions as the council may deem appropriate.

22. Sec. 2. Appropriation. There is appropriated from the General Fund  
23. to the Maine Law Enforcement Training Council the sum of \$50,000 for  
24. the fiscal year ending June 30, 1969, to carry out the purposes of  
25. this Act.

APPENDIX K

ITEMIZED LIST OF ANNUAL EXPENSES  
FOR THE OPERATION OF THE DIRECTORATE

ITEMIZED LIST OF ANNUAL EXPENSES FOR THE OPERATION OF THE DIRECTORATE

Personal Services	14,638
All Other	31,362
Capital	<u>4,000</u>
Total	\$50,000

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<u>Personal Services</u>	
1 Executive Director	10,192
(Grade 30 10,192 - 12,428	
1 Secretary	
(Grade 8 4,446 - 4,914	<u>4,446</u>
	(14,638)
<u>All Other</u>	
<u>Contractual</u>	
Courses of Instruction (University of	
Maine, Maine Vocational Technical	
Institutes, Maine State Police, IACP,	
etc.)	27,225
Traveling Expenses	750
<u>Reimbursement to Maine State Police for:</u>	
/Lights	135
Laundry	90
Heat	300
Gas/	27
Operation of Vehicle	<u>1,000</u>
	(29,527)
<u>Commodities</u>	
Books & Supplies	800
Training film, manuals	<u>1,035</u>
	(1,835)
<u>Capital</u>	
Automobile	3,116
Office Equipment	<u>884</u>
	(4,000)

APPENDIX L

BASIC POLICE  
COURSE (160 hours)

STATE OF MAINE

LAW ENFORCEMENT TRAINING COUNCIL

BASIC COURSE - 160 HOURS

SUMMARY

<u>SUBJECTS</u>	<u>HOURS</u>	
I. <u>INTRODUCTORY</u>		
1. Registration, Orientation, Classroom Note Taking and Notebooks	1	
2. Historical Development of Law Enforcement as a Profession	<u>1</u>	2
II. <u>POLICE AND THE PUBLIC</u>		
1. Ethics and the Law Enforcement Officer	1	
2. Creating a Favorable Public Image	1	
3. Police and the Minority Group	1	
4. Human Relations and Applied Psychology	<u>7</u>	10
III. <u>LEGAL SUBJECTS</u>		
1. Civil Rights, Constitutional and Statutory	3	
2. Court Organization and Procedures in Maine	2	
3. Maine Criminal Law	8	
4. Laws of Arrest	5	
5. Laws of Search and Seizure	5	
6. Rules of Evidence	5	
7. Statements, Admissions and Confessions	2	
8. Jurisdiction of Local, County, State, and Federal Agencies	<u>2</u>	32
IV. <u>TRAFFIC</u>		
1. Traffic Problems and Control	2	
2. Acts Regulating Traffic	4	
3. Driver Licensing	2	
4. Maine Motor Vehicle Laws	5	
5. Techniques and Methods of Traffic Law Enforcement	6	
6. Accident Investigation and Reporting	8	
7. Signals and Gestures in Traffic Control	<u>1</u>	28

V. CRIMINAL INVESTIGATIONS

1. General Principles	2	
2. Principles of Interviewing and Interrogation	2	
3. Collection, Identification and Preservation of Physical Evidence	5	
4. Principles of Searching a Crime Scene, including practical problem	4	
5. Stolen Motor Vehicles		
6. Basic Fingerprinting, Including Latent Print Demonstration	2	
	<u>3</u>	18

VI. RECORDS AND REPORTS

1. Basic Police Record Systems	1	
2. Reports and Report Writing	4	
3. Traffic Records and Their Uses	<u>1</u>	6

VII. PATROL PROCEDURES

1. Proper Use of Police Radio and Communications Systems	1	
2. Techniques of Patrol	<u>4</u>	5

VIII. SPECIALIZED SUBJECTS

1. Emergency Aid to Persons	8	
2. Recognition and Handling of Abnormal Persons	2	
3. Crime, Causation and Control	3	
4. Juvenile Matters	4	
5. Police Control of Crowds and Mob Action	5	
6. Techniques and Mechanics of Arrest	4	
7. Physical Education, including Defensive Tactics	8	
8. Firearms Training	16	
9. Testifying in Court	<u>3</u>	53

IX. EXAMINATIONS

	<u>6</u>	
Total		160

BASIC COURSE - 160 HOURSSUBJECTSCLASS HOURSI. INTRODUCTORY

1. Registration, Orientation, Classroom Note Taking and Note Books 1 hour

Certain introductory details will have to be attended to in order to create the proper attitude for the instructional, learning processes to follow. Every effort should be made during this initial period to put the trainee at ease while, at the same time, impressing upon him the seriousness of the training program and the results to be expected. He should be informed of attendance requirements, examination procedures, and should be given some brief instruction on various methods of classroom note taking and the reasons for requiring the maintenance of a notebook. It is recommended that the trainee's notebook be checked periodically and that it be given a final grade at the conclusion of the full course of instruction.

2. Historical Development of Law Enforcement as a Profession 1 hour

An effort should be made in the brief time allotted to trace the slow evolvement of law enforcement from ancient times to its present situation in the Western civilization of the United States. It should, in essence, provide a historical backdrop for the more specific instruction to come.

II. POLICE AND THE PUBLIC

1. Ethics and the Law Enforcement Officer 1 hour

The high ethical and moral standards expected of every law enforcement officer should be emphasized in this period of instruction. The trainee should be brought to the understanding that he has a public trust to uphold and that he, as an individual officer, can do much to create, or destroy a favorable public image for himself, his department, and law enforcement as a whole. "The Law Enforcement Code of Ethics" should be reviewed and made available to the individual trainees.

2. Creating a Favorable Public Image 1 hour

Factors which enter into a favorable relationship between the police and the community should be discussed in this all-important subject. Courtesy, personal appearance, conduct, impartiality, efficiency, community service, good housekeeping, enter into the total consideration. Guidelines for relations with representatives of the news media should be briefly set out.

3. Police and Minority Groups 1 hour

Areas to be covered include: the nature and causes of prejudices; danger of group classification; development of respect for racial, religious, cultural and ethnic backgrounds of various groups; fostering of an attitude of understanding, respect and good will between police and minority groups.

4. Human Relations and Applied Psychology 7 hours

The law enforcement officer should have a basic understanding of: why people are different? why they act differently? why they have different opinions? why they see things differently? and why they many times have temporary personality changes as they move from one situation to another? If the officer has some knowledge of these matters he will be able to function more efficiently as a public servant.

III. LEGAL SUBJECTS

1. Civil Rights, Constitutional and Statutory 3 hours

Coverage of this timely and important topic will usually begin with the Bill of Rights of the Federal Constitution and proceed chronologically through the other applicable Constitutional amendments and Federal and State civil rights statutes. Rights of the accused should be discussed only briefly as this will be covered in greater depth later on.

2. Court Organization and Procedures in Maine 2 hours

The trainee should be given a step-by-step evaluation of the procedure by which a criminal charge is first brought into being and then followed through to final court action.

3. Maine Criminal Law 8 hours

Objective of this topic should be to teach the trainee to recognize a violation of law when he sees it and to know the elements of each violation which, as a matter of evidence, must be proved in court. He should be encouraged to become thoroughly familiar with Maine Revised Statutes, annotated.

4. Laws of Arrest 5 hours

Discussion should include: brief history of the development of laws of arrest; the law of arrest today; the legal aspects of an arrest; requirements of a lawful arrest, with or without a warrant; force which can be lawfully used; and disposition of the person arrested.

5. Laws of Search and Seizure5 hours

Aspects of what an officer may do legally in the areas of search and seizure should be thoroughly explored, including pertinent court decisions, especially those of the U. S. Supreme Court in recent years.

6. Rules of Evidence5 hours

The objective here should be to give the trainee a practical basic concept of the rules of evidence as used in a court of law. He should understand the necessity for such rules in the American system of justice. He should be able to state the difference between direct evidence, circumstantial evidence, hearsay, prima facie evidence, physical and documentary evidence and the rules governing the admissibility of these various types of evidence.

7. Statements, Admissions and Confessions2 hours

This should deal only with the legal aspects of this subject and not with the techniques of obtaining statements and admissions. Particular emphasis should be placed on the tests being currently applied by the courts in determining whether a confession was voluntary or not.

8. Jurisdiction of Local, County, State and Federal Agencies2 hours

Every local law enforcement officer should be aware of his own jurisdiction and the jurisdiction of the other law enforcement agencies around him. He should be able to recognize a situation which is, or might develop into a Federal violation. He should know to which Federal agency the matter should be referred. He should equally be aware of any situations in which county and state authorities might also have an interest.

IV. TRAFFIC1. Traffic Problems and Control2 hours

The trainee should be given an overall presentation of the problems of national and state control. Particular emphasis should be given to traffic control problems peculiar to Maine.

2. Acts Regulating Traffic4 hours

To enforce traffic laws effectively the officer must be made thoroughly familiar with the present acts regulating traffic.

3. Driver Licensing2 hours

Aspects of driver licensing and control in the State of Maine should be thoroughly understood by the trainee.

4. Maine Motor Vehicle Laws5 hours

Laws relating to the operation of motor vehicles in Maine will be adequately explained.

5. Techniques and Methods of Traffic Law Enforcement6 hours

Patrol techniques and patterns from both the standpoint of accident prevention and violator apprehension should be outlined in detail. Use of radar equipment should be explained as well as selective enforcement procedures. It should be emphasized that proper use of these techniques can have a beneficial effect.

6. Accident Investigation and Reporting8 hours

Included in this discussion should be: officer's recorded observations of drivers and witnesses; protection of the accident scene; the execution and filing of proper report forms, especially those required by law; and determination, if possible, of the cause of the accident.

7. Signals and Gestures in Traffic Control1 hour

The techniques of hand signals must be mastered by the officer if he hopes to be able to control heavy traffic at an intersection or in an area of heavy concentration of traffic. It should be emphasized that in controlling a normal traffic situation the officer cannot depend upon voice communication.

## V.

CRIMINAL INVESTIGATIONS1. General Principles2 hours

This topic should be approached from the viewpoint of generally outlining those principles which would be applicable to a large share of criminal investigations, ranging from a simple house burglary to a homicide. The objective of such investigations should be to identify the offender and bring him to justice, and also to recover any stolen property which might be involved. The importance of preserving the crime scene against contamination, the thorough interviewing of victims and witnesses, the obtaining of adequate descriptions, the determination of modus operandi, neighborhood investigations, and the development of sources of information should be explained clearly to the trainee.

2. Principles of Interviewing and Interrogation2 hours

It has been stated that "the right officer, asking the right questions, in the right manner, at the right time, in the right place, will get right answers". The trainee should be taught methods and techniques of obtaining information both from the cooperative victim, complainant or witness on the one hand, and from the uncooperative suspect on the other hand.

3. The Collection, Identification and PRESERVATION OF Physical Evidence5 hours

This time should be devoted to informing the trainee of the great importance of identifying, collecting, and preserving physical evidence, found at a crime scene. The functions of the scientific laboratory should be related to the class. It should be brought out how the mishandling of physical evidence can have an adverse effect upon a case.

4. Principles of Searching a Crime Scene, Including Practical Problem

4 hours

Coverage of this topic should include: preparatory action necessary for a search, techniques to be followed during the actual search, and handling of recovered evidence. One or more practical problems should be set up to enable trainees to actually search a simulated crime scene utilizing proper techniques in the gathering, identifying, and preserving of any items of physical evidence discovered.

5. Stolen Motor Vehicles

2 hours

The trainee should be informed of the various modus operandi utilized by auto thieves. The techniques of spotting a possible stolen car should be explained. Methods and techniques of handling the stolen car after its recovery should also be explored.

6. Basic Fingerprinting, Including Latent Print Demonstration

3 hours

Coverage of this topic should include: brief history of the development of fingerprints as a means of personal identification; illustration of the basic types of fingerprint patterns and a demonstration of the proper method of taking indented impressions; demonstration of the process of developing, photographing, lifting and identifying latent impressions.

VI. RECORDS AND REPORTS

1. Basic Police Record Systems

1 hour

A description should be given of a typical police records system and its utilization. The trainee should understand thoroughly the necessity for accurate and complete records.

2. Reports and Report Writing

4 hours

The correct use of typical report forms should be demonstrated. The limitations of the form report should be emphasized. Instruction should be given in the narrative type of report. The trainee should be informed of some of the more frequent errors of both omission and commission found in the narrative report and should be encouraged to take personal pride in the preparation of this report.

3. Traffic Records and their Uses

1 hour

Typical report forms should be illustrated and an explanation given of the need for such records. Examples of the many uses of these records should be cited.

VII. PATROL PROCEDURES

1. Proper Use of Police Radio and Communications Systems

1 hour

The trainee should be made aware of pertinent FCC regulations and the need for brief, intelligible, transmissions between the squad car and the central control station. A copy of the standard code signals used in police communications should be furnished the trainee and he should be encouraged to commit these signals to memory.

2. Techniques of Patrol

4 hours

Foot and auto patrol methods should be discussed. Instruction should be given concerning the various situations in which an officer might become involved during the course of his regular patrol duties. Some time should be given to the proper handling of emergency calls and to pursuit driving. The importance of alertness, observation, good judgment and self-control in connection with patrol duties should be stressed. The proper use of a field interrogation form and a personal notebook should be emphasized.

VIII. SPECIALIZED SUBJECTS

1. Emergency Aid to Persons

8 hours

The law enforcement officer must be trained to cope with many emergency situations where human life may depend on whether adequate and prompt first aid treatment is rendered. The officer must know what immediate steps to take to counteract certain physical conditions. The American Red Cross Standard First Aid Course would cover this subject adequately.

2. Recognition and Handling of Abnormal Persons

2 hours

The publication "How to Recognize and Handle Abnormal People", available through the National Association of Mental Health, should be made available to each trainee and can be used for the basis of discussion of this subject. It is suggested that a psychologist or other qualified person be considered for instruction in this field.

3. Crime, Causation and Control

3 hours

Factors which cause rebellious action against society and which often lead to criminal activities should be discussed both from a theoretical and practical viewpoint. Possible preventive measures and methods of control of such anti-social activities should also be imparted to the trainee.

4. Juvenile Matters

4 hours

The trainee must be informed of particular laws which govern the handling of juveniles. He must know the special procedures concerning the arrest and detention of such persons, the interview and interrogation procedures and the special reports needed.

5. Police Control of Crowds and Mob Action 5 hours

Practical methods of controlling peaceful assemblages, such as at parades and sporting events should be illustrated as well as the more positive actions which must be taken to quell and disperse mob actions. The psychological aspects of group behavior should be emphasized. Trainees should understand the civil rights relating to free speech and public assembly.

6. Techniques and Mechanics of Arrest 4 hours

Making an arrest is one of the most dangerous functions of a law enforcement officer. The trainee should be specifically advised as to the best techniques to use in various situations such as in a private home, an auto, a public street, and other public places, taking into account, the number of subjects to be arrested. As part of the instruction, the search should be demonstrated.

7. Physical Education, Including Defensive Tactics 8 hours

The trainee should be taught, by demonstration and actual practice, the skills of self-defense which will in some measure equip him to protect himself against physical violence. "Come-along" holds, disarming techniques, and basic fundamentals of judo should be covered thoroughly. The FBI publication "Defensive Tactics", or some similar treatise, should be made available to each trainee.

8. Firearms Training 16 hours

A. Safety Rules, Nomenclature, Fundamentals of Shooting 2 hours

Classroom instruction should be provided initially to acquaint the trainee with his weapon and its maintenance. He must thoroughly understand how to handle the weapon safely. Use of films or slides is recommended to illustrate the fundamentals of good shooting.

B. Practice Firing on Range 14 hours

This instruction may be on either an approved indoor or outdoor range but the safety factor must be considered paramount at all times. The trainee should fire at least 200 rounds of ammunition under supervision of a qualified instructor. Practice in both bull's eye target shooting and combat shooting should be afforded the trainee, but the emphasis should be on hip shooting and point shooting from the shoulder level. Additional instructions and practical exercise should be given in other police weapons - rifle, riot gun, and chemical grenades.

9. Testifying in Court 3 hours

The objective in this session should be to acquaint the officer with what to expect when he is called upon to testify in court. Proper courtroom manner and demeanor should be emphasized as well as the necessity for being fully prepared concerning the facts of the case.

10. Examinations 6 hours

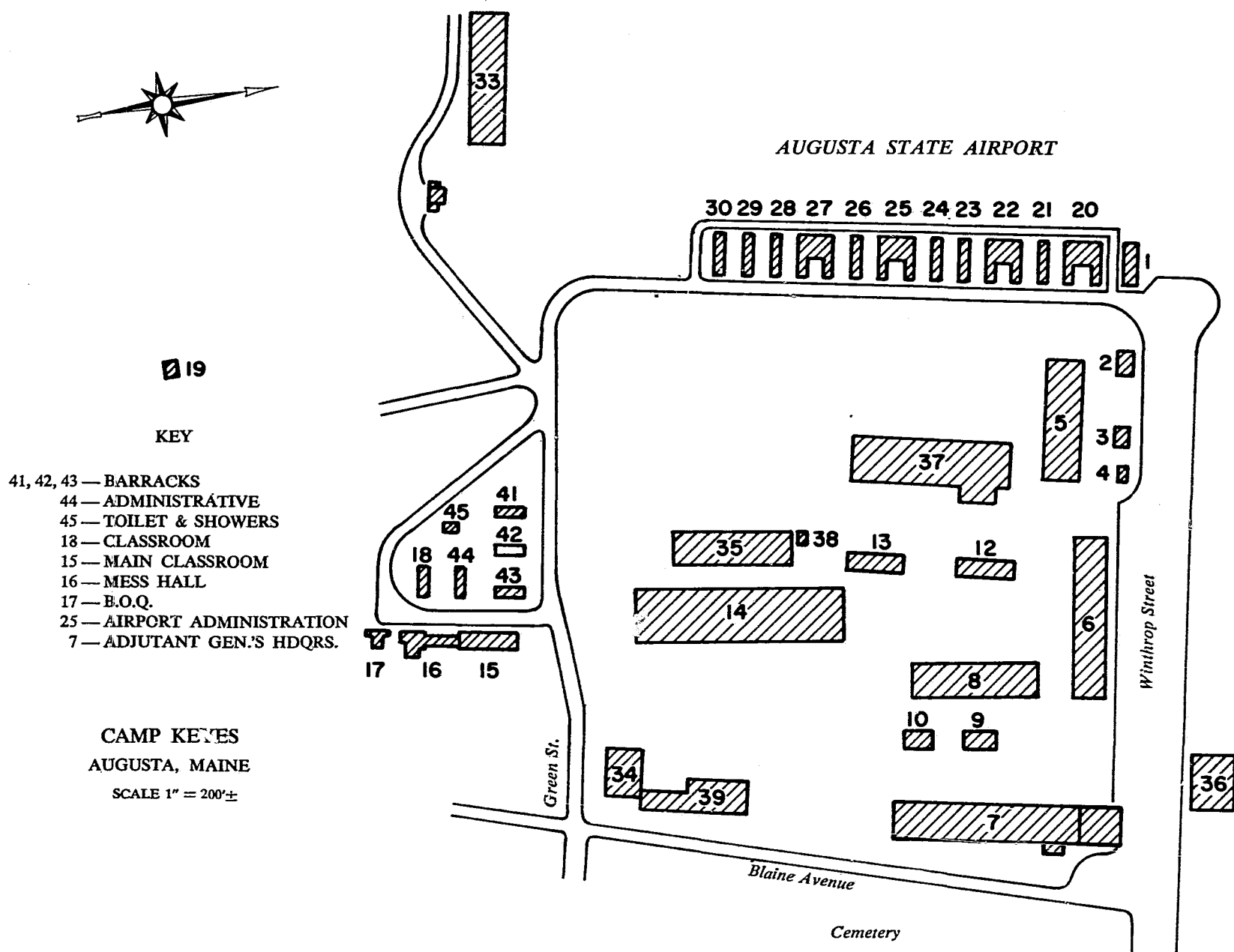
It is recommended that four preliminary examinations be given followed by a final examination at the end of the course.

TOTAL 160 hours



## APPENDIX M

## LOCATION MAP STATE POLICE ACADEMY



**List of Bureau of Public Administration Publications**

*Report of Preliminary Analysis of the Feasibility of a Probate District Court System for Maine*, May, 1967 (out of print).

*Legislative Apportionment in Maine* by Eugene A. Mawhinney, State Series No. 1, November, 1967 (under revision).

*Is the Municipality Liable for Insufficiently Trained Police?* by James P. Murphy, State Series No. 2, April, 1968, price \$1.00.

*The Control of Civil Disturbances* by John Mitchell Nickerson, State Series No. 3, June, 1968, price \$2.00.

*Presentations of Workshop for Selectmen and Councilmen*, Municipal Series No. 1, October, 1968, price \$1.50.

*Government Career Development Activities*, 1967-68, November, 1968.

*A Study of Property Tax Administration in the State of Maine* by Paul C. Dunham, State Series No. 4, January, 1969.

**END**