



Preface

The most critical issues that arise in the policing of our society have not received the attention they require. It is true that public interest in the police and their problems increased dramatically in the past decade and, as a consequence, both the human and the financial resources devoted to working on them have been expanded tremendously. But this new interest and the increased investment of resources have been consumed for the most part in addressing issues and effecting changes that do not get at the problems of central importance in the struggle to improve the quality of police service.

The primary objective of this book, which is addressed to those concerned with improving police service, is to penetrate beyond the matters that have tended to preoccupy both the police and citizens interested in police operations—to thereby direct attention to the fundamental issues that must be faced. My hope is that a work that dwells on these issues and that demonstrates their relationship to the day-to-day problems of policing will promote more intensive consideration of them.

The pressures to deal in an isolated manner with specific problems and proposals for change in the police field are great and have often been misleading. A major goal of this work, therefore, has been to present a comprehensive, integrated framework for viewing the police and their problems. Developed through the course of the book, this framework is intended to facilitate exploration of the major issues that have been identified, to clarify the relationship of these issues to each other, and to provide a basis for critically reexamining some of the more traditional areas in which efforts to improve police operations have been concentrated in the past.

So ambitious an effort draws upon one's total experience with the police and with police problems. In acknowledging the help I have received, therefore,

I wish to make special note of my gratitude to the late O. W. Wilson. Having stimulated my initial interest in policing, "O.W." subsequently arranged for me to participate in a major research project on the police, provided me with a unique opportunity to acquire administrative experience in a large urban police agency, and encouraged me to develop my own critical perspectives of policing from an academic base. I owe much to having been associated with him.

Work on this book was first undertaken as part of the program of research and teaching in law enforcement and criminal justice administration supported by a grant from the Ford Foundation to the University of Wisconsin Law School. This program, now fully integrated into the law school, enabled me to engage in numerous activities that have helped sharpen my understanding of the police and to organize my materials into initial drafts. Summer support from the university's graduate school made it possible for me to examine specific issues in detail. And a grant from the National Institute of Law Enforcement and Criminal Justice provided the time, free from other duties, that was required to complete the drafting of the materials and to prepare them for publication. I appreciate the confidence these institutions have displayed in me and the commitment to the importance of work in this field that their support reflects.

A number of individuals with different areas of expertise and with varying perspectives on police problems reviewed early drafts of some of the chapters. Egon Bittner, David C. Couper, Gary P. Hayes, Robert M. Igleburger, Hervey A. Juris, Otto B. Kreuzer, Henry J. Sandman, Frank A. Schubert, Lawrence M. Sherman, Frank P. Sherwood, and Robert Wasserman all offered helpful comments and suggestions. In addition to reviewing the early drafts, Mark Furstenberg and Thomas J. Sweeney gave many hours of their time to providing a detailed critique of the final draft of the entire manuscript. Frank J. Remington, by his presence on the law school faculty, has been a ready source of encouragement and sound advice. I am deeply grateful to each of these individuals. But since I did not always accept their advice, I rush to assert that I alone, of course, am responsible for whatever errors or omissions may be found in the text.

I was blessed, in preparing the manuscript for publication, with an unusually dedicated team of assistants. As a student researcher in the last stages of the project, G. Stephen Long painstakingly checked numerous sources of information, prepared citations, and compiled the bibliographies. Elizabeth Uhr greatly improved the manuscript with her keen eye and good editorial judgment. And Lucille Hamre made many valuable suggestions as she exercised her usual care and precision in transforming rough copy into cleanly typed drafts.

I owe a special note of thanks to the staff of the law school's Criminal Justice Reference and Information Center. My intensive use of the center throughout

this project has impressed me anew with the superb job they have done in building and indexing so comprehensive a collection of materials relating to the police.

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H.G.