PART TWO

THE POLICE AND LAW ENFORCEMENT

The police are the gatekeepers of the criminal justice process. They have contact with law violators and decide whether to formally arrest them and start their journey through the criminal justice system, settle the issue in an informal way (such as by issuing a warning), or simply take no action at all. The strategic position of police officers, their visibility and contact with the public, and their use of weapons and arrest power have kept them in the forefront of public thought about law enforcement.

Policing is not easy, and it is not always glamorous work, but many who choose this important career wouldn't have it any other way. Steve Bishop, a sergeant with the Dallas Police Department, finds his job particularly rewarding: "I've come across some truly violent, vicious people that should never be out in society. I have worked many bloody and violent murders and sexual assaults, and putting these people in jail (particularly after assisting the prosecution in getting a conviction) gives me a huge sense of accomplishment and pride." Steve also enjoys being a role model for his children. These positives tend to outweigh the difficulties that can go along with constantly being in the spotlight and interacting with a public that doesn't always understand the nuances of the job.

Large cities like Dallas are the exception; most officers work in smaller agencies with relatively few officers. And while smaller towns may not see as much "action" as big cities, many of the same rules apply. For example, Larry Napolitano, a patrolman in Shrewsbury, Massachusetts, a town of 34,000 people, feels police officers must guard against complacency. They must always remain vigilant and prepared during any encounter, otherwise they may not be ready for the danger that can take place. "When you stop a motor vehicle, you really have no knowledge of who that person is, what kind of day they had, or what they are capable of. You obviously stopped them for a reason, whether it be motor vehicle-related or for another reason, but you really don't know what lies ahead. If you get complacent and treat every stop the same way, it could get you seriously hurt or killed."

THE FOLLOWING FOUR CHAPTERS serve as an introduction and overview of policing and law enforcement in contemporary society. Chapter 5 discusses the history of law enforcement and the distinctions between public and private law enforcement. Chapter 6 covers the organization, role, and function of police agencies. Chapter 7 analyzes the most pressing issues facing police agencies, and Chapter 8 is devoted to police and the role of law.

CHAPTER 5: Public Policing and Private Security

CHAPTER 6: The Police: Organization, Role, and Function

CHAPTER 7: Issues in Policing

CHAPTER 8: Police and the Rule of Law
CHAPTER 5
Public Policing and Private Security

Chapter Outline

- The History of Police
  Private Police and Thief Takers
  The London Metropolitan Police
  Law Enforcement in Colonial America
  Early Police Agencies
  Twentieth-Century Reform
  The Emergence of Professionalism

- Policing from the 1960s to the 1990s
  Policing in the 1960s
  Policing in the 1970s
  Policing in the 1980s
  Policing in the 1990s

- Policing and Law Enforcement Today
  The U.S. Justice Department
  The Department of Homeland Security (DHS)
  State Law Enforcement Agencies
  County Law Enforcement Agencies
  Metropolitan Law Enforcement Agencies

- Private Policing
  Reasons for Private Policing
  Careers in Criminal Justice: Loss Prevention Specialist
  Private and Public Police Compared
  Types of Private Policing
  Criticisms of Private Policing
  The Victim Experience: From Vigilantism to United Victims

- Technology and Law Enforcement
  Identifying Criminals
  Criminal Justice and Technology: Gunshot Locators
  Locating Criminals
  Crime Scene Investigation
  Crime Mapping
  Biometrics
  Automated Fingerprint Identification Systems
  DNA Testing
  Social Media and Networking

Learning Objectives

- LO1: Recount the early development of the police in England.
- LO2: Recount the development of the police in colonial America.
- LO3: Discuss twentieth-century police reforms and the emergence of professionalism.
- LO4: Identify the main events in policing between 1960 and the present.
- LO5: Identify the various levels of law enforcement.
- LO6: Identify the most prominent federal law enforcement agencies.
- LO7: Discuss the differences among local, county, state, and federal law enforcement agencies.
- LO8: Know the differences between public and private policing.
- LO9: Identify various technologies currently used in law enforcement.
The 2012 shooting of Trayvon Martin by George Zimmerman in Sanford, Florida, raised a number of issues. As we enter into this book’s policing section, one such issue concerns the role private citizens play in protecting themselves. In the wake of Martin’s death, a great deal of attention was directed toward Florida’s so-called “stand your ground” law (see Chapter 3 for a review), which allows people to protect themselves with deadly force as a last resort in potentially life-threatening situations. Zimmerman exited his vehicle and followed Trayvon Martin and, so, was not eligible to claim that he stood his ground. Interestingly, though, a number of other people in Florida have invoked the law and successfully defended themselves in cases similar to Zimmerman’s.

The Tampa Bay Times identified 140 cases in which Florida’s “stand your ground” law was invoked since its enactment in 2005.¹ One such case from 2011 involved Greyston Garcia, who was inside his apartment when his roommate informed him that someone was in the process of stealing the radio from his truck. Garcia grabbed a kitchen knife and ran outside. Seeing Garcia, the burglar fled. Rather than calling the police, Garcia gave chase and caught up with the burglar a block away from his apartment. A scuffle ensued and Garcia stabbed the burglar, Pedro Roteta, in the chest. Roteta died in the street. A judge ruled in favor of Garcia, declaring that he was authorized to use deadly force. How would you have decided?
Policing in the United States is formally a government function, but the Greyston Garcia case also calls attention to the role private citizens play (or perhaps should not play) in their own protection. When victimized, some call the police and wait for assistance. Others take a proactive stance, perhaps by facilitating a neighborhood watch group. Still others go to extremes to protect their assets, as in the Garcia case. Where should the line be drawn between formal governmental (i.e., public) policing and private law enforcement?

This chapter, the first of four on policing and law enforcement, begins with a history of policing, then provides an overview of the various governmental organizations that perform law enforcement functions. It also explores the role of technology in improving police operations.

The evolution of policing has been dramatic and somewhat cyclical. Many years ago, during tribal times, the people appointed villagers to protect them from outside marauders who wanted to destroy their lives. Then the government assumed responsibility for policing, and law enforcement became a public function. Now private security professionals and civilian volunteers are performing many of the same functions as government police. Does this represent a return to early policing?

### The History of Police

The origin of U.S. police agencies, like that of criminal law, can be traced to early English society. England had no regular police force before the Norman Conquest. Every person living in the villages scattered throughout the countryside was responsible for aiding neighbors and protecting the settlement from thieves and marauders. This was known as the pledge system. People were grouped in collectives of 10 families, called thytning (or tithings), and were entrusted with policing their own minor problems such as dealing with disturbances, fire, wild animals, or other threats. The leader was called the tythingman. When trouble occurred, he was expected to make a hue and cry to assemble his helpers and warn the village. Ten tythings were grouped into a hundred, whose affairs were supervised by a hundredman appointed by the local nobleman. The hundredman (later to be called the parish constable) might be considered the first real police officer, and he dealt with more serious breaches of the law.

Shires, which resembled the counties of today, were controlled by the shire reeve, who was appointed by the Crown or local landowner to supervise the territory and ensure that order would be kept. The shire reeve, a forerunner of today's sheriff, soon began to pursue and apprehend law violators as part of his duties.

In the thirteenth century, the watch system was created to help protect property in England's larger cities and towns. Watchmen patrolled at night and helped protect against robberies, fires, and disturbances. They reported to the area constable, who became the primary metropolitan law enforcement agent. In larger cities, such as London, the watchmen were organized within church parishes and were usually members of the parish they protected.

In 1326, the office of justice of the peace was created to assist the shire reeve in controlling the county. Eventually, these justices took on judicial functions in addition to their primary role as peacekeeper. The local constable became the operational assistant to the justice of the peace, supervising the night watchmen, investigating offenses, serving summonses, executing warrants, and securing prisoners. This system helped delineate the relationship between police and the judiciary, which has continued for more than 600 years.

### Private Police and Thief Takers

As the eighteenth century began, rising crime rates in the cities encouraged a new form of private, monied police, who were able to profit both legally and criminally from the lack of formal police departments. These private police...
agents, referred to as *thief takers*, were universally corrupt, taking profits not only from catching and informing on criminals but also from theft, receiving stolen property, intimidation, perjury, and blackmail. They often relieved their prisoners of money and stolen goods and made more income by accepting hush money, giving perjured evidence, swearing false oaths, and operating extortion rackets. Petty debtors were especially easy targets for those who combined chief taking with the keeping of alehouses and taverns. While prisoners were incarcerated, their health and safety were entirely at the whim of the keepers, who were virtually free to charge what they wanted for board and other necessities. Court bailiffs who also acted as thief takers were the most passionately detested legal profiteers. They seized debtors and held them in small lockups, where they forced their victims to pay exorbitant prices for food and lodging.

The thief takers’ use of violence was notorious. They went armed and were prepared to maim or kill in order to gain their objectives. Before he was hanged in 1725, Jack Wild, the most notorious thief taker, “had two fractures in his skull and his bald head was covered with silver plates. He had seventeen wounds in various parts of his body from swords, daggers, and gunshots, [and] . . . his throat had been cut in the course of his duties.”

Henry Fielding, famed author of *Tom Jones*, along with Saunders Welch and Sir John Fielding (Henry’s brother), sought to clean up the thief-taking system. Appointed a city magistrate in 1748, Fielding operated his own group of monied police out of Bow Street in London, directing and deploying them throughout the city and its environs, deciding which cases to investigate and what streets to protect. His agents were carefully instructed on their legitimate powers and duties. Fielding’s Bow Street Runners were a marked improvement over the earlier monied police because they actually had an administrative structure that improved record-keeping and investigative procedures.

Although an improvement, Fielding’s forces were not adequate, and by the nineteenth century, state police officers were needed. Ironically, almost 200 years later, private policing is now considered essential. Private police forces are a rapidly growing entity, and in many instances local police forces work closely with private security firms and similar entities. In some gated communities and special tax assessment districts, property owners pay a special levy, in addition to their tax dollars, to hire additional private police, who may work in partnership with local law enforcement to investigate criminal activities.  

The London Metropolitan Police

In 1829, Sir Robert Peel, England’s home secretary, guided through Parliament an “Act for Improving the Police in and near the Metropolis.” The legislation came to be known as the *Metropolitan Police Act*. Peel was also among the first influential figures in policing history to call for more than just a crime fighter role for officers. He identified nine principles that he felt should characterize police forces. These appear in Exhibit 5.1.

1. Peel’s Metropolitan Police Act established the first organized police force in London. Composed of more than 1,000 men, the London police force was structured along military lines. Its members would be known from then on as *bobbies*, after their creator. They wore a distinctive uniform and were led by two magistrates, who were later given the title of commissioner. However, the ultimate responsibility for the police fell to the home secretary and, consequently, Parliament.

The early bobbies suffered many problems. Not only were many of them corrupt, but they were unsuccessful at stopping crime and they were influenced by the wealthy. Owners of houses of ill repute who in the past had guaranteed their undisturbed operations by bribing watchmen now turned their attention to the bobbies. Metropolitan Police administrators fought constantly to terminate cowardly, corrupt, and alcoholic officers, dismissing in the beginning about one-third of the bobbies each year.
Sir Robert Peel’s Nine Principles of Policing

1. The basic mission for which the police exist is to prevent crime and disorder.

2. The ability of the police to perform their duties is dependent upon public approval of police actions.

3. Police must secure the willing co-operation of the public in voluntary observance of the law to be able to secure and maintain the respect of the public.

4. The degree of co-operation of the public that can be secured diminishes proportionately to the necessity of the use of physical force.

5. Police seek and preserve public favour not by catering to public opinion but by constantly demonstrating absolute impartial service to the law.

6. Police use physical force to the extent necessary to secure observance of the law or to restore order, only when the exercise of persuasion, advice and warning is found to be insufficient.

7. Police, at all times, should maintain a relationship with the public that gives reality to the historic tradition that the police are the public and the public are the police; the police being only members of the public who are paid to give full-time attention to duties which are incumbent on every citizen in the interests of community welfare and existence.

8. Police should always direct their action strictly towards their functions and never appear to usurp the powers of the judiciary.

9. The test of police efficiency is the absence of crime and disorder, not the visible evidence of police action in dealing with it.


Despite its recognized shortcomings, the London experiment proved a vast improvement over what had come before. It was considered so successful that the Metropolitan Police soon began providing law enforcement assistance to outlying areas that requested it. Another act of Parliament allowed justices of the peace to establish local police forces, and by 1856 every borough and county in England was required to form its own police force.

Law Enforcement in Colonial America

Law enforcement in colonial America paralleled the British model. In the colonies, the county sheriff became the most important law enforcement agent. In addition to keeping the peace and fighting crime, sheriffs collected taxes, supervised elections, and handled a great deal of other legal business.

The colonial sheriff did not patrol or seek out crime. Instead, he reacted to citizens’ complaints and investigated crimes that had occurred. His salary, related to his effectiveness, was paid on a fee system. Sheriffs received a fixed amount for every arrest made. Unfortunately, their taxcollecting chores were more lucrative than fighting crime, so law enforcement was not one of their primary concerns.

In the cities, law enforcement was the province of the town marshal, who was aided, often unwillingly, by a variety of constables, night watchmen, police justices, and city council members. However, local governments had little power of administration, and enforcement of the criminal law was
largely an individual or community responsibility. After the American Revolution, larger cities relied on elected or appointed officials to serve warrants and recover stolen property, sometimes in cooperation with the thieves themselves. Night watchmen, referred to as leatherheads because of the leather helmets they wore, patrolled the streets calling the hour while equipped with a rattle to summon help and a nightstick to ward off lawbreakers. Watchmen were not widely respected. Rowdy young men enjoyed tipping over watch houses with a leather head inside, and a favorite saying in New York was "While the city sleeps, the watchmen do too."

In rural areas in the South, "slave patrols" charged with recapturing escaped slaves were an early, if loathsome, form of law enforcement. In the western territories, individual initiative was encouraged by the practice of offering rewards for the capture of felons. If trouble arose, the town vigilance committee might form a posse to chase offenders. These vigilantes were called on to use force or intimidation to eradicate such social problems as theft of livestock. For example, the San Francisco Vigilance Committee actively pursued criminals in the mid-nineteenth century.

As cities grew, it became exceedingly difficult for local leaders to organize ad hoc citizen vigilante groups. Moreover, the early nineteenth century was an era of widespread urban unrest and mob violence. Local leaders began to realize that a more structured police function was needed to control demonstrators and keep the peace.

**Early Police Agencies**

The modern police department was born out of the urban mob violence that wracked the nation's cities in the nineteenth century. Boston created the first formal U.S. police department in 1838. New York formed its police department in 1844; Philadelphia did so in 1854. The new police departments replaced the night watch system and relegated constables and sheriffs to serving court orders and running jails.

At first, the urban police departments inherited the functions of the institutions they replaced. For example, Boston police were charged with maintaining public health until 1853, and in New York, the police were responsible for street sweeping until 1881. Politics dominated the departments and determined the recruitment of new officers and the promotion of supervisors. An individual with the right connections could be hired despite a lack of qualifications. Early police agencies were corrupt, brutal, and inefficient.

In the late nineteenth century, police work was highly desirable because it paid more than most other blue-collar jobs. By 1880, the average factory worker earned $450 per year, while a metropolitan police officer made double that amount. For immigrant groups, having enough political clout to be appointed to the police department was an important step up the social ladder. However, job security was uncertain because it depended on the local political machine staying in power.

Police work itself was primitive. Few of even the simplest technological innovations common today, such as call boxes or centralized record keeping, were in place. Most officers patrolled on foot, without backup or the ability to call for help. Officers were commonly taunted by local toughs and responded with force and brutality. The long-standing conflict between police and the public was born in the difficulty that untrained, unprofessional officers had in patrolling the streets of nineteenth-century U.S. cities and in breaking up and controlling labor disputes. Police were not crime fighters as they are known today. Their major role was maintaining order, and their power was almost unchecked. The average officer had little training, no education in the law, and a minimum of supervision, yet the police became virtual judges of law and fact, with the ability to exercise unlimited discretion.
At mid-nineteenth century, the detective bureau was set up as part of the Boston police. Until then, theft taking had been the province of amateur bounty hunters who hired themselves out to victims for a price. When professional police departments replaced bounty hunters, the close working relationships that developed between police detectives and their underworld informants produced many scandals and, consequently, high personnel turnover.

Police during the nineteenth century were regarded as incompetent and corrupt, and they were disliked by the people whom they served. The police role was only minimally directed at law enforcement. Its primary function was serving as the enforcement arm of the reigning political power, protecting private property, and keeping control of the ever-rising numbers of foreign immigrants.

Police agencies evolved slowly in the second half of the nineteenth century. Uniforms were introduced in 1853 in New York. The first technological breakthroughs in police operations came in the area of communications. The linking of precincts to central headquarters by telegraph began in the 1850s. In 1867, the first telegraph police boxes were installed. An officer could turn a key in a box, and his location and number would automatically register at headquarters. Additional technological advances were made in transportation. The Detroit Police Department outfitted some of its patrol officers with bicycles in 1897. By 1913, the motorcycle was being used by departments in the eastern part of the nation. The first police car was used in Akron, Ohio, in 1910, and the police wagon became popular in Cincinnati in 1912. Nonpolice functions, such as care of the streets, began to be abandoned after the Civil War.

Big-city police were still disrespected by the public, unsuccessful in their role as crime stoppers, and uninolved in progressive activities. The control of police departments by local politicians impeded effective law enforcement and fostered an atmosphere of graft and corruption.

Twentieth-Century Reform

In an effort to reduce police corruption, civic leaders in a number of jurisdictions created police administrative boards to lessen local officials' control over the police. These boards were responsible for appointing police administrators and controlling police affairs. In many instances, these measures failed because the private citizens appointed to the review boards lacked expertise in the intricacies of police work.

Another reform movement was the takeover of some big-city police agencies by state legislators. Although police budgets were financed through local taxes, control of police was usurped by rural politicians in the state capitals. New York City temporarily lost authority over its police force in 1857. It was not until the first decades of the twentieth century that cities regained control of their police forces.

The Boston police strike of 1919 heightened interest in police reform. The strike came about basically because police officers were dissatisfied with their status in society. Other professions were unionizing and increasing their standards of living, but police salaries lagged behind. The Boston police officers' organization, the Boston Social Club, voted to become a union affiliated with the American Federation of Labor. The police officers struck on September 9, 1919. Rioting and looting broke out, resulting in Governor Calvin Coolidge's mobilization of the state militia to take over the city. Public support turned against the police, and the strike was broken. Eventually, all the striking officers were fired and replaced by new recruits. The Boston police strike ended police unionism for decades and solidified power in the hands of reactionary, autocratic police administrators. In the aftermath of the strike, various local, state, and federal crime commissions began to investigate the extent of crime and the ability of the justice system to deal with it and made recommendations to improve police
effectiveness. However, with the onset of the Great Depression, justice reform became a less important issue than economic revival, and for many years, little changed in policing.

The Emergence of Professionalism

Around the turn of the twentieth century, a number of nationally recognized leaders called for measures to help improve and professionalize the police. In 1893, the International Association of Chiefs of Police (IACP), a professional society, was formed. Under the direction of its first president (District of Columbia Chief of Police Richard Sylvester), the IACP became the leading voice for police reform during the first two decades of the twentieth century. The IACP called for creating a civil service police force and for removing political influence and control. It also advocated centralized organizational structure and record keeping to curb the power of politically aligned precinct captains. Still another professional reform the IACP fostered was the creation of specialized units, such as delinquency control squads.

In 1929, President Herbert Hoover created the National Commission on Law Observance and Enforcement, otherwise known as the Wickensham Commission (for George W. Wickensham, its chair), to study the U.S. criminal justice system and make recommendations for improvement. In 1931, it issued the so-called Wickensham Commission Report. Two volumes of the report dealt specifically with police. Volume 2, called Lawlessness in Law Enforcement, portrayed the police in an unfavorable light, calling them inept, inefficient, racist, brutal, and even criminal. Volume 14, called The Police, was authored mostly by August Vollmer, one of the most famous police reformers of the time. In it, he discussed methods that could be used to professionalize the police, several of which he had already used in his own law enforcement career.

While serving as police chief of Berkeley, California, Vollmer instituted university training for young officers. He also helped develop the School of Criminology at the University of California at Berkeley, which became the model for justice-related programs around the United States. Vollmer's protégés included O. W. Wilson, who pioneered the use of advanced training for officers when he took over and reformed the Wichita (Kansas) Police Department in 1928. Wilson was also instrumental in applying modern management and administrative techniques to policing. His text, Police Administration, became the single most influential work on the subject.  

Wickensham Commission

Formally known as the National Commission on Law Observance and Enforcement, a commission created in 1929 by President Herbert Hoover to study the U.S. criminal justice system, including the police.
Policing from the 1960s to the 1990s

The modern era of policing can be traced from the 1960s to the 1990s. Several major events occurred during this important period of police history.

Policing in the 1960s

Turmoil and crisis were the hallmarks of policing during the 1960s. Throughout this decade, the U.S. Supreme Court handed down a number of decisions designed to control police operations and procedures. Police officers were now required to obey strict legal guidelines when questioning suspects, conducting searches, and wiretapping. As the civil rights of suspects were significantly expanded, police complained that they were being "handcuffed by the courts."

Also during this time, civil unrest produced a growing tension between police and the public. African Americans, who were battling for increased rights and freedoms in the civil rights movement, found themselves confronting police lines. When riots broke out in New York, Detroit, Los Angeles, and other cities between 1964 and 1968, the spark that ignited conflict often involved the police. When students across the nation began marching in anti-Vietnam War demonstrations, local police departments were called on to keep order. Police forces were ill equipped and poorly trained to deal with these social problems. Not surprisingly, the 1960s were marked by a number of bloody confrontations between the police and the public.

Compounding these problems was a rapidly growing crime rate. The number of violent and property crimes increased dramatically. Drug addiction and abuse, common in all social classes, grew to be national concerns. Urban police departments could not control the crime rate, and police officers resented the demands placed on them by dissatisfied citizens.

Policing in the 1970s

The 1970s witnessed many structural changes in police agencies themselves. The end of the Vietnam War significantly reduced tensions between students and police. However, the relationship between police and minorities was still rocky. Local fears and distrust, combined with conservative federal policies, encouraged police departments to control what was perceived as an emerging minority group "threat."

Increased federal government support for criminal justice greatly influenced police operations. During the decade, the Law Enforcement Assistance Administration (LEAA) devoted a significant portion of its funds to police agencies. Although a number of police departments used this money to purchase little-used hardware, such as anti-riot gear, most of it went to supporting innovative research on police work and advanced training of police officers. Perhaps most significant, LEAA's Law Enforcement Education Program helped thousands of officers further their college education. Hundreds of criminal justice programs were developed on college campuses around the country, providing a pool of highly educated police recruits. LEAA funds were also used to import or transfer technology originally developed in other fields into law enforcement. Technological innovations involving computers transformed the way police kept records, investigated crimes, and communicated with one another. State training academies improved the way police learned to deal with such issues as job stress, community conflict, and interpersonal relations.
More women and minorities were recruited to police work. Affirmative action programs helped alter, albeit slowly, the ethnic, racial, and gender composition of U.S. policing.

**Policing in the 1980s**

As the 1980s began, the police role seemed to be changing significantly. A number of experts acknowledged that the police were not simply crime fighters and called for police to develop a greater awareness of community issues, which resulted in the emergence of the community policing concept.17

Police unions, which began to grow in the late 1960s, continued to have a great impact on departmental administration in the 1980s. Unions fought for and won increased salaries and benefits for their members. In many instances, unions eroded the power of the police chief to make unquestioned policy and personnel decisions. During the decade, chiefs of police commonly consulted with union leaders before making major decisions concerning departmental operations.

Although police operations improved markedly during this time, police departments were also beset by problems that impeded their effectiveness. State and local budgets were cut back during the Reagan administration, and federal support for innovative police programs was severely curtailed with the demise of the LEAA.

Police–community relations continued to be a major problem. Riots and incidents of urban conflict occurred in some of the nation’s largest cities.18 They triggered continual concern about what the police role should be, especially in inner-city neighborhoods.

**Policing in the 1990s**

The 1990s began on a sour note and ended with an air of optimism. The incident that helped change the face of U.S. policing occurred on March 3, 1991, when two African American men, Rodney King and Bryant Allen, were driving in Los Angeles. They refused to stop when signaled by a police car, instead increasing their speed. King, who was driving, was apparently drunk or on drugs. When police finally stopped the car, they delivered 56 baton blows and 6 kicks to King in a period of two minutes, producing 11 skull fractures, brain damage, and kidney damage. They did not realize that their actions were being videotaped by an observer, who later gave the tape to the media. The officers involved were tried and acquitted in a suburban court by an all-white jury. The acquittal set off six days of rioting in South Central Los Angeles, and the California National Guard was called in to restore order. In total, 54 people were killed, 2,383 were known to have been injured, and 13,212 people were arrested.19 The police officers involved in the beatings were later tried and convicted in federal court.

The King case prompted an era of reform. Several police experts decreed that the nation’s police forces should be evaluated not on their crime-fighting ability but on their courteousness, behavior, and helpfulness. Interest renewed in reviving an earlier style of police work featuring foot patrols and increased citizen contact. Police departments began to embrace new forms of policing that stressed cooperation with the community and problem solving; this is referred to as the **community policing** model. Ironically, urban police departments began to shift their focus to working closely with community members at a time when technological improvements made it easier to fight crime from a distance.

An ongoing effort was made to bring diversity to police departments, and African Americans began to be hired as chiefs of police, particularly in Los Angeles. As a result of the reform efforts, the intellectual caliber of the police rose dramatically, and they became smarter, better informed, and more sophisticated than ever before. Management skills improved, and senior police managers began to implement information technology systems. As a result, policing became intellectually more demanding, requiring specialized 

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**community policing**

A law enforcement program that seeks to integrate officers into the local community to reduce crime and gain good community relations. It typically involves personalized service and decentralized policing, citizen empowerment, and an effort to reduce community fear of crime, disorder, and decay.
knowledge about technology, forensic analysis, and crime. Although a few notorious cases of police corruption and violence made headlines, by and large the police began to treat the public more fairly and more equitably than ever before.  

### POLICING AND LAW ENFORCEMENT TODAY

Policing and law enforcement today are organized into four broad categories: federal, state, county, and local policing agencies (and many subcategories within). The federal government has a number of law enforcement agencies designed to protect the rights and privileges of U.S. citizens. No single agency has unlimited jurisdiction. Each has been created to enforce specific laws and cope with particular situations. Federal police agencies have no particular rank order or hierarchy of command or responsibility, and each reports to a specific department or bureau.

#### The U.S. Justice Department

The U.S. Department of Justice is the legal arm of the federal government. Headed by the attorney general, it is empowered to enforce all federal laws, represent the United States when it is party to court action, and conduct independent investigations through its law enforcement services.

The Department of Justice maintains several separate divisions that are responsible for enforcing federal laws and protecting U.S. citizens. The Civil Rights Division proceeds legally against violations of federal civil rights laws that protect citizens from discrimination on the basis of their race, creed, ethnic background, age, or sex. Areas of greatest concern include discrimination in education, housing, and employment, including affirmative action cases. The Tax Division brings legal actions against tax violators. The Criminal Division prosecutes violations of the Federal Criminal Code. Its responsibility includes enforcing statutes relating to bank robbery (because bank deposits are federally insured), kidnapping, mail fraud, interstate transportation of stolen vehicles, drug trafficking, and other offenses.

#### THE FEDERAL BUREAU OF INVESTIGATION

The Justice Department first became involved in law enforcement when the attorney general hired investigators to enforce the Mann Act (forbidding the transportation of women between states for immoral purposes). These investigators were formalized in 1908 into a distinct branch of the government, the Bureau of Investigation. The agency was later reorganized into the **Federal Bureau of Investigation (FBI)**, under the direction of J. Edgar Hoover from 1924 until his death in 1972.

Today's FBI is not a police agency but an investigative agency with jurisdiction over all law enforcement matters in which the United States is or may be an interested party. However, its jurisdiction is limited to federal laws, including all federal statutes not specifically assigned to other agencies. Areas covered by these laws include espionage, sabotage, treason, civil rights violations, murder and assault of federal officers, mail fraud, robbery and burglary of federally insured banks, kidnapping, and interstate transportation of stolen vehicles and property.

The FBI headquarters in Washington, D.C., oversees more than 50 field offices, approximately 400 satellite offices known as resident agencies, 4 specialized field installations, and more than 60 foreign liaison posts. The foreign liaison offices, each of which is headed by a legal attaché or legal liaison officer, work abroad with U.S. and local authorities on criminal matters within FBI jurisdiction. In all, the FBI has approximately 33,000 employees, including approximately 13,000 special agents and 20,000 support personnel, who perform professional, administrative, technical, clerical, craft, trade, or maintenance operations.

The FBI offers a number of important services to local law enforcement agencies. Its Identification division, established in 1924, collects and maintains a vast fingerprint file that can be used by local police agencies. Its sophisticated crime laboratory, established in 1932, aids local police in testing and identifying...
and evidence as hairs, fibers, blood, tire tracks, and drugs. The Uniform Crime Report (UCR) is another service of the FBI. The UCR is an annual compilation of crimes reported to local police agencies, arrests, police killed or wounded in action, and other information. Finally, the FBI's National Crime Information Center is a computerized network linked to local police departments that provides ready information on stolen vehicles, wanted persons, stolen guns, and so on.

The FBI mission has been evolving to keep pace with world events (see Exhibit 5.2). It is now charged with coordinating intelligence collection with the Border Patrol, the Secret Service, the CIA, and other law enforcement agencies. At the center of this initiative, the Counterterrorism Division of the FBI collects, analyzes, and shares critical information and intelligence on (a) international terrorism operations both within the United States and in support of extraterritorial investigations, (b) domestic terrorism operations, and (c) counterterrorism related to both international and domestic terrorism. Based in Washington, D.C., the Counterterrorism Division has the following responsibilities:

- Manage a team of analysts who work to put together information gathered by the field offices.
- Operate a national threat-warning system that enables the FBI to instantly distribute important terrorism alert bulletins to law enforcement agencies and public safety departments.
- Send out “flying squads” of specially trained officers to provide counterterrorism knowledge and experience, language capabilities, and analytical support, as needed, to FBI field offices.

**Exhibit 5.2 What the FBI Investigates**

<table>
<thead>
<tr>
<th>National Security Priorities</th>
<th>Civil Rights</th>
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<tbody>
<tr>
<td>Terrorism</td>
<td>Hate crime</td>
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<tr>
<td>International terrorism</td>
<td>Human trafficking</td>
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<td>Domestic terrorism</td>
<td>Color of law</td>
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<td>Weapons of mass destruction</td>
<td>Freedom of access to clinics</td>
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<td>Counterintelligence</td>
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<td>Counterespionage</td>
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<td>Counterproliferation</td>
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<td>Economic espionage</td>
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<td>Cyber Crime</td>
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<td>Computer intrusions</td>
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<td>Online predators</td>
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<td>Piracy/intellectual property theft</td>
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<td>Internet fraud</td>
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<td>Identity theft</td>
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<tr>
<td>Criminal Priorities</td>
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<td>Public Corruption</td>
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<td>Government fraud</td>
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<td>Election fraud</td>
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<td>Foreign corrupt practices</td>
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<td>Financial Institution Fraud and Failures</td>
<td>Health care fraud</td>
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<td>Insurance fraud</td>
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<td>Mass marketing fraud</td>
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<td>Money laundering</td>
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<td>Mortgage fraud</td>
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<td>Securities and commodities fraud</td>
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<td>Violent Crime and Major Thefts</td>
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<td>Art theft</td>
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<td>Bank robbery</td>
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<td>Cargo theft</td>
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<td>Crimes against children</td>
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<td>Cruise ship crime</td>
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<td>Gangs</td>
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<td>Indian country crime</td>
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<td>Jewelry and gem theft</td>
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<td>Retail theft</td>
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<td>Vehicle theft</td>
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Maintain the Joint Terrorism Task Force (JTTF), which includes representatives from the Department of Defense, Department of Energy, Federal Emergency Management Agency, Central Intelligence Agency, Customs Service, Secret Service, and Immigration and Naturalization Service. Additionally, there are 66 local joint terrorism task forces in which representatives from federal agencies, state and local law enforcement personnel, and first responders work together to track down terrorists and prevent acts of terrorism in the United States.32

To carry out its newly formulated mission, the FBI is expanding its force of agents. In addition to recruiting candidates with the traditional backgrounds in law enforcement, law, and accounting, the bureau also concentrates on hiring agents with scientific and technological skills as well as foreign-language proficiency in priority areas such as Arabic, Farsi, Pashtun, Urdu, all dialects of Chinese, Japanese, Korean, Russian, Spanish, and Vietnamese, and with other priority backgrounds such as foreign counterintelligence, counterterrorism, and military intelligence.

BUREAU OF ALCOHOL, TOBACCO, FIREARMS AND EXPLOSIVES (ATF)
The ATF helps control sales of untaxed liquor and cigarettes, and, through the Gun Control Act of 1968 and the Organized Crime Control Act of 1970, has jurisdiction over the illegal sale, importation, and criminal misuse of firearms and explosives. On January 24, 2003, ATF’s law enforcement functions were transferred to the Department of Justice (DOJ), and ATF became the Bureau of Alcohol, Tobacco, Firearms and Explosives.

U.S. MARSHALS The Marshals Service is the nation’s oldest federal law enforcement agency. Among its duties are the following.33

- **Judicial security.** Protection of federal judicial officials, which includes judges, attorneys, and jurors. The Marshals Service also oversees each aspect of courthouse construction, from design through completion, to ensure the safety of federal judges, court personnel, and the public.
- **Fugitive investigations.** Working with law enforcement authorities at federal, state, local, and international levels, the Marshals Service apprehends thousands of dangerous felons each year. The Marshals Service is the primary agency responsible for tracking and extraditing fugitives who are apprehended in foreign countries and wanted for prosecution in the United States.
- **Witness security.** The Marshals Service Witness Security Program ensures the safety of witnesses who risk their lives testifying for the government in cases involving organized crime and other significant criminal activity. Since 1970, the Marshals Service has protected, relocated, and given new identities to more than 8,000 witnesses.
- **Prisoner services.** The Marshals Service houses more than 55,000 federal unsentenced prisoners each day in federal, state, and local jails.

FBI agents photograph the bedroom in the apartment of alleged gunman James Holmes, which displays a poster titled “Soldiers of Misfortune,” July 21, 2012, in Aurora, Colorado. Twelve people died and more than three dozen were shot during an assault at a movie theater midnight premiere of The Dark Knight Rises.
Justice Prisoner and Alien Transportation System (JPATS). In 1995, the air
flights of the Marshals Service and the Immigration and Naturalization Ser-
vice merged to form a more efficient and effective system for transporting
prisoners and criminal aliens.

Asset Forfeiture Program. The Marshals Service is responsible for manag-
ing and disposing of seized and forfeited properties acquired by criminals
through illegal activities.

The Department of Homeland Security (DHS)
Following the September 11, 2001, attacks, a new cabinet-level agency called the
Department of Homeland Security (DHS) received congressional approval and
was assigned the mission of preventing terrorist attacks within the United States,
reducing America’s vulnerability to terrorism, and minimizing the damage and
aiding the recovery from attacks that do occur. DHS is the third-largest cabinet
department in the federal government, after the Department of Defense and the
Department of Veterans Affairs. It has approximately 180,000 employees. The
Department of Homeland Security has a number of independent branches and
bureaus. Of them, three are well-known law enforcement agencies: Customs
and Border Protection, Immigration and Customs Enforcement, and the
U.S. Secret Service.

CUSTOMS AND BORDER PROTECTION (CBP) This agency is responsible for
protecting our nation’s borders in order to prevent terrorism, human and drug
smuggling, illegal immigration, and agricultural pests from entering the United
States, while improving the flow of legitimate trade and travel.

Customs and Border Protection employs nearly 58,000 personnel, among
them approximately 21,000 Border Patrol agents and CBP Air and Marine agents
who patrol the country’s borders and points of entry. CBP also partners with
other countries through its Container Security Initiative and the Customs-Trade
Partnership Against Terrorism program. The goal of each is to help ensure that
goods destined for the United States are screened before they are shipped.

IMMIGRATION AND CUSTOMS ENFORCEMENT (ICE) As the largest investiga-
tive arm of the Department of Homeland Security, ICE is responsible for identifying
and shutting down vulnerabilities in the nation’s border, and for economic, transport-
ation, and infrastructure security. There are four main components of ICE:

• The Office of Investigations investigates a wide
  range of domestic and international activities arising
  from the movement of people and goods that violate immigration and
  customs laws and threaten national security.

• The Office of Detention and Removal Operations
  is responsible for public safety and national

Law enforcement officials have discovered a number of cross-border drug tunnels running to
California from Mexico. This particular tunnel linked warehouses in an industrial park south
of San Diego and the Mexican border city of Tijuana, the U.S. Immigration and Customs
Enforcement agency said in a news release. Much of the discussion over border security
focuses on a fence or a wall between the U.S. and Mexico. What, if anything, could be done
to prevent tunneling of this nature?
security by ensuring the departure from the United States of all removable aliens through the fair enforcement of the nation's immigration laws.

- The Office of Intelligence is responsible for the collection, analysis, and dissemination of strategic and tactical intelligence data for use by ICE and DHS.

- The Office of International Affairs (OIA) conducts and coordinates international investigations involving transnational criminal organizations responsible for the illegal movement of people, goods, and technology into and out of the United States.26

THE SECRET SERVICE The U.S. Secret Service has two significant missions. The first is to protect the president and vice president, their families, heads of state, and other high-level officials. Part of this function involves investigating threats against protected officials and protecting the White House, the vice president's residence, and other buildings within Washington, D.C.

The second mission is to investigate counterfeiting and other financial crimes, including financial institution fraud, identity theft, computer fraud, and computer-based attacks on our nation's financial, banking, and telecommunications infrastructure. Criminal investigations cover a range of conduct:

... counterfeiting of U.S. currency (to include coins); counterfeiting of foreign currency (occurring domestically); identity crimes such as access device fraud, identity theft, false identification fraud, bank fraud and check fraud; telemarketing fraud; telecommunications fraud (cellular and hard wire); computer fraud; fraud targeting automated payment systems and teller machines; direct deposit fraud; investigations of forgery, uttering, alterations, false impersonations or false claims involving U.S. Treasury Checks, U.S. Saving Bonds, U.S. Treasury Notes, Bonds and Bills; electronic funds transfer (EFT) including Treasury disbursements and fraud within the Treasury payment systems; Federal Deposit Insurance Corporation investigations; Farm Credit Administration violations; and fictitious or fraudulent commercial instruments and foreign securities.27

State Law Enforcement Agencies

Unlike municipal police departments, state police were legislatively created to deal with the growing incidence of crime in nonurban areas, a consequence of the increase in population mobility and the advent of personalized mass transportation in the form of the automobile. County sheriffs—elected officials with occasionally corrupt or questionable motives—had proven to be ineffective in dealing with the wide-ranging criminal activities that developed during the latter half of the nineteenth century. In addition, most local police agencies were unable to effectively protect against highly mobile lawbreakers who randomly struck at cities and towns throughout a state. In response to citizens' demands for effective and efficient law enforcement, state governors began to develop plans for police agencies that would be responsible to the state, instead of being tied to local politics and possible corruption.

The Texas Rangers, created in 1835, was one of the first state police agencies formed. Though the Texas Rangers still operate today (see Exhibit 5.3), at the time it was mainly a military outfit that patrolled the Mexican border. It was followed by the Massachusetts State constables in 1865 and the Arizona Rangers in 1901. Pennsylvania formed the first truly modern state police in 1905.28

Today, about 23 state police agencies have the same general police powers as municipal police and are territorially limited in their exercise of law enforcement regulations only by the state's boundaries. The remaining state police agencies are primarily responsible for highway patrol and traffic law enforcement. Some state police, such as those in California, direct most of their attention to the enforcement of traffic laws. Most state police organizations are restricted by
EXHIBIT 5.3 Texas Rangers’ Job Duties

- According to the Texas Department of Justice, Texas Rangers’ job duties are as follows:

- The activities of the Texas Ranger Division consists primarily of making criminal and special investigations; apprehending wanted felons; suppressing major disturbances; the protection of life and property; and rendering assistance to local law enforcement officials in suppressing crime and violence.

- The Texas Ranger Division will, through investigation and close personal contact with all federal, state, county, and city law enforcement agencies, be responsible for the gathering and dissemination of criminal intelligence pertaining to all facets of organized crime. The Texas Ranger Division joins with all other enforcement agencies in the suppression of the same.

- Under orders of the Director, suppress all criminal activity in any given area, when it is apparent that the local officials are unwilling or unable to maintain law and order.

- Upon the request or order of a judge of a court of record, serve as officers of the court and assist in the maintenance of decorum, the protection of life, and the preservation of property during any judicial proceeding.

- When called upon, provide protection for elected officials at public functions and at any other time or place when directed to do so by a superior officer. Establish direct personal contact and maintain close liaison with all agencies, or branches thereof, concerned with the investigation and suppression of criminal activities. These contacts are not to be limited to the state but shall be nationwide. Every effort will be exerted to maintain a full and free flow of information on active offenders and offenses between all interested agencies.

- Participate in educational training programs and provide specialized instruction to local, state, and federal law enforcement representatives.

- With the approval of the Director, conduct investigations of any alleged misconduct on the part of other Department personnel.

- Be the primary Department investigator when a Department member is killed or suffers serious bodily injury, attributable to an intentional act.

- Provide forensic hypnosis for use as an investigative tool in gathering additional information.

- Provide forensic artwork for use as an investigative or procedural tool in major criminal cases.

- Assist the Governor’s Protective Detail in providing security for the Texas Governor during his official travel throughout the state, as well as other dignitaries.


legislation from becoming involved in the enforcement of certain areas of the law. For example, in some jurisdictions, state police are prohibited from becoming involved in strikes or other labor disputes, unless violence erupts.

The nation’s 80,000 state police employees (55,000 officers and 25,000 civilians) are not only involved in law enforcement and highway safety but also carry out a variety of functions, including maintaining a training academy and providing emergency medical services. State police crime laboratories aid local departments in investigating crime scenes and analyzing evidence. State police also provide special services and technical expertise in such areas as bomb-site analysis and homicide investigation. Other state police departments, such as California’s, are involved in highly sophisticated traffic and highway safety programs that include using helicopters for patrol and rescue, testing safety devices for cars, and conducting postmortem examinations to determine the causes of fatal accidents.

STATE LAW ENFORCEMENT EFFORTS TO COMBAT TERRORISM

In the wake of the 9/11 attacks, a number of states have beefed up their intelligence-gathering capabilities and aimed them directly at homeland security. For example, Arizona maintains the Arizona Counter Terrorism Information Center (ACTIC), a statewide intelligence system designed to combat terrorism.
It consists of two divisions. One is unclassified and draws together personnel from various public safety agencies. The other operates in a secretive manner and is made up of personnel from the FBI's Joint Terrorism Task Force. According to its website:

ACTIC provides a higher level of preparedness by disseminating focused, relevant incident alerts. The Fusion Center is responsible for sharing early, reliable and consistent incident information about situations that might affect jurisdictions. Situational Readiness is enhanced when agencies are enabled to be more aware of events surrounding their facilities. The Fusion Center leverages thousands of diverse informational sources to provide early warning of incidents at the local, regional and state levels.30

ACTIC also has an outreach program known as the Community Liaison Program (CLP). Community partners, including religious groups, businesses, and community crime watches, provide intelligence information to ACTIC personnel as the need arises.

County Law Enforcement Agencies

The county sheriff's role has evolved from that of the early English shire reeve, whose primary duty was to assist the royal judges in trying prisoners and enforcing sentences. From the time of the westward expansion in the United States until municipal departments were developed, the sheriff was often the sole legal authority over vast territories.

Today, more than 3,000 sheriff's offices operate nationwide, employing more than 350,000 full-time staff, including about 183,000 sworn personnel.31 Nearly all sheriff's offices provide basic law enforcement services such as routine patrol (97%), responding to citizen calls for service (95%), and investigating crimes (92%).32 Typically, a sheriff's department's law enforcement functions are restricted to unincorporated areas within a county, unless a city or town police department requests its help.

The duties of a county sheriff's department vary according to the size and degree of development of the county. The standard tasks of a typical sheriff's department are serving civil process (summons and court orders), providing court security, operating the county jail, and investigating crimes. Less commonly, sheriff's departments may serve as coroners, tax collectors, overseers of highways and bridges, custodians of the county treasury, and providers of fire, animal control, and emergency medical services. In years past, sheriff's offices also conducted executions.

Some sheriff's departments are exclusively law enforcement oriented; some carry out only court-related duties; some are involved solely in correctional and judicial matters and not in law enforcement. However, a majority are full-service programs that carry out judicial, correctional, and law enforcement activities. As a rule, agencies serving large population areas (more than one million people) are devoted to maintaining county correctional facilities, whereas those in smaller population areas focus on law enforcement.

In the past, sheriffs' salaries were almost always based on the fees they received for the performance of official acts. They received fees for every summons, warrant, subpoena, writ, or other process they served. They were also compensated for summoning juries or locking prisoners in cells. Today, sheriffs are salaried to avoid conflict of interest.

COUNTY LAW ENFORCEMENT EFFORTS TO COMBAT TERRORISM

Some counties are now engaging in antiterror and homeland security activities. For example, the Harris County, Texas, Office of Homeland Security & Emergency Management (OHSEM) is responsible for an emergency management plan that prepares for public recovery in the event of natural disasters or human-caused catastrophes or attacks. It works in conjunction with state, federal,
Local authorities, including the city of Houston and other municipalities in the surrounding Harris County area when required. If needed, the Office of Homeland Security & Emergency Management activates an Emergency Operations Center to facilitate coordination of all support agencies to provide continuity of services to the public. OHSEM is responsible for advisement, notification, and assembly of services that are in the best interest of the citizens of Harris County. It prepares and distributes information and procedures governing the same. Similarly, in Montgomery County, Maryland, the Homeland Security Department plans, prevents, prepares, and protects against major threats that may harm, disrupt, or destroy the community, its commerce, and institutions. Its mission is to effectively manage and coordinate the county's unified response, mitigation, and recovery from the consequences of such disasters or events, should they occur. It also serves to educate the public on emergency preparedness for all hazards and conducts outreach to diverse and special populations to protect, secure, and sustain critical infrastructures and ensure the continuity of essential services.

Metropolitan Law Enforcement Agencies

Local police make up the majority of the nation's authorized law enforcement personnel. Metropolitan police departments range in size from the New York City Police Department, with almost 40,000 full-time officers and 18,000 civilian employees, to rural police departments, which may have only a single part-time officer. Today, local police departments have more than 450,000 sworn personnel. In addition to sworn personnel, many police agencies hire civilian employees who bring special skills to the department. In this computer age, departments often employ information resource managers, who are charged with improving data processing, integrating the department's computer information database with others in the state, operating computer-based fingerprint identification systems and other high-tech investigative devices, and linking with national computer systems such as the FBI's national crime information system, which holds the records of millions of criminal offenders. To carry out these tasks, local departments employ an additional 130,000 civilians, bringing the entire number to more than 580,000 people.

Most individual metropolitan police departments perform a standard set of functions and tasks and provide similar services to the community. These include the following:

- Traffic enforcement
- Crime prevention
- Narcotics and vice control
- Property and violent crime investigation
- Accident investigation
- Fingerprint processing
- Radio communications
- Death investigation
- Patrol and peacekeeping
- Search and rescue

The police role is expanding, so procedures must be developed to aid special-needs populations, including AIDS-infected suspects, the homeless, and victims of domestic and child abuse. For a summary of the key enforcement-related differences between federal, state, county, and metropolitan law enforcement agencies, see Concept Summary 5.1.
CONCEPT SUMMARY 5.1

Differences Between Federal, State, County, and Metropolitan Law Enforcement

<table>
<thead>
<tr>
<th>Agency</th>
<th>Jurisdiction</th>
<th>Crimes Most Often Targeted</th>
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<tbody>
<tr>
<td>Federal agencies</td>
<td>Entire United States</td>
<td>Violations of federal law</td>
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<tr>
<td>(FBI, Secret Service)</td>
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<td></td>
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<tr>
<td>State patrol</td>
<td>State</td>
<td>Traffic violations on highways</td>
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<tr>
<td>State police</td>
<td>State</td>
<td>Violations of state law</td>
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<tr>
<td>County sheriff</td>
<td>County, mostly unincorporated areas thereof</td>
<td>Violations of state law and county ordinances</td>
</tr>
<tr>
<td>Metropolitan police</td>
<td>City limits</td>
<td>Violations of state laws and city ordinances</td>
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These are only a few examples of the multiplicity of roles and duties assumed today in some of the larger urban police agencies around the nation. Smaller agencies can have trouble carrying out these tasks effectively. The hundreds of small police agencies in each state often provide duplicate services. Whether unifying smaller police agencies into superagencies would improve services is often debated among police experts. Smaller municipal agencies can provide important specialized services that might have to be relinquished if they were combined and incorporated into larger departments. Another approach has been to maintain smaller departments but to link them via computerized information-sharing and resource-management networks.36

POLICING IN SMALL CITIES Most TV police shows feature the work of big-city police officers, but an overwhelming number of departments have fewer than 50 officers and serve a population of less than 25,000. About 70 law enforcement agencies employ 1,000 or more full-time sworn personnel, including 48 local police departments with 1,000 or more officers. These agencies account for about one-third of all local police officers. In contrast, nearly 800 departments employ just one officer.37

While our attention is drawn to big-city police, it is important to think about policing in small towns. The officers who work in these locations rarely face the same problems as their big-city counterparts. Crime rates are lower, citizens know each other better, and the types of problems tend to differ from those of big cities. Researchers have found, in fact, that rural policing relies heavily on informal mechanisms, rather than arrest, for dealing with unwanted behaviors.38 They have also found that officers engage citizens more informally and personally in such towns.39 These findings are important because if the typical police officer works in a small town, then he affords some insight into what police work is really like. It is not necessarily about big busts, high-profile crimes, and rampant lawlessness.

LOCAL LAW ENFORCEMENT EFFORTS TO COMBAT TERRORISM Federal law enforcement agencies are not alone in responding to the threat of terrorism. And, of course, nowhere is the threat of terrorism being taken more seriously than in New York City—one of the main targets of the 9/11 attacks—which has established a Counterterrorism Bureau.40 Teams within the bureau have been trained to examine potential targets in the city and are attempting to insulate those targets from possible attack. Viewed as prime targets are the city’s bridges, the Empire State Building, Rockefeller Center, and the United Nations. Bureau detectives are assigned overseas to work with the police in several foreign cities,
PRIVATE POLICING

Supplementing local police forces is a burgeoning private security industry. Private security service, or private policing, has become a multibillion-dollar industry with well in excess of 10,000 firms and more than 2 million employees. Even some federal police services have been privatized to cut expenses. Private police and security officials outnumber public/governmental police by a factor of three to one.

Some private security firms have become billion-dollar companies. For example, G4S Security Solutions is one of the world’s largest providers of security services. Among its clients are a number of Fortune 500 companies. It has several subsidiaries that work for the federal government. It has also been a contractor for NASA and the U.S. Army, and it has provided security and emergency response services to local governments—helping them guard their public transport systems, among other services. G4S has helped the U.S. government protect nuclear reactors, guard the Trans-Alaska Pipeline System, and maintains security in closed government facilities. It also maintains a Custom Protection Officer Division, made up of highly trained uniformed security officers assigned to critical or complex facilities or situations requiring special skills in such places as government buildings, banks, and other special situations. (The Careers in Criminal Justice feature discusses a career in the private security area.)

Reasons for Private Policing

Why is private policing so popular? There are three answers to this question:

- A preference for nongovernmental provision of important services, particularly crime control. Many people feel the private sector can do a more effective job than traditional government-led policing.
- The growth of mass private property, particularly large shopping malls and other properties that attract large numbers of consumers and have little other police protection.
- A belief that government police are not capable of providing the level of service and presence that the public desires.
Loss Prevention Specialist
Duties and Characteristics of the Job
The primary responsibility of a loss prevention specialist is to protect the merchandise in large retail establishments, such as Walmart or Target. Loss prevention specialists engage in surveillance and, as appropriate, detain suspected shoplifters. They may spend some of their time watching security camera displays. They also spend time “on the floor,” moving throughout the store.

Loss prevention specialists are also tasked with protecting the company from theft by employees. They may also perform regularly inventory or “shrink” assessments, manage alarm systems, and control access to warehousing, distribution centers, and even manufacturing facilities. Loss prevention also extends beyond the retail setting. Shippers, wholesalers, and any other company engaged in commerce and concerned with loss and/or theft of its products may employ loss prevention specialists.

Job Outlook
Loss prevention is part of a multibillion-dollar security industry. According to ASIS International, the largest organization for security professionals, “security is one of the fastest-growing professional careers worldwide.” Opportunities exist at all levels within the security industry, and all businesses, no matter their size, need qualified personnel to address their security concerns, prevent theft, deter workplace violence, and otherwise protect themselves to ensure normal business operations. The Bureau of Labor Statistics estimates that employment of loss prevention specialists and public security/surveillance officers will grow by 16 percent over the next decade.

Salary
Entry-level positions in retail loss prevention are among the lowest paying security jobs, but the pay prospects improve as one ascends to a management position. Loss prevention managers make between $27,000 and $61,000 per year. Moving into other industries, such as

Private and Public Police Compared
Private policing is different from public policing. Private policing is largely “client-driven,” meaning that it serves the needs of those who pay the bills. And while the public police are driven by a public mandate, their primary focus is enforcement of the criminal law. Private police, in contrast, may do almost anything on behalf of their clients, some of which may have little to do with the criminal law itself. Private police are directly employed by a client. In contrast, public police are indirectly employed by taxpayers. Four additional factors distinguish private police from public police.

FOCUS ON LOSS INSTEAD OF CRIME Much of private policing is concerned with loss prevention. Loss prevention includes most notably protection from theft. Major retailers employ loss prevention specialists (see accompanying Careers in Criminal Justice box) to protect their goods from being stolen. However, goods may also be “lost” through error, unethical practices, accidents, and so on. Such behaviors do not fall within the scope of the criminal law that the public police are tasked with enforcing.

The focus on loss also removes private police from the moral dimension of the criminal law. Instead of focusing on what is right and wrong, private police are concerned solely with what their clients view as priorities. As Elizabeth Joh notes, “When sanctions are imposed, there may be little or no emphasis on condemning the individual wrongdoer and ‘making an example’ out of him or her. A bank may require an embezzler to sign a loan guarantee to pay back stolen funds, for example, rather than choose public prosecution.”
PREVENTIVE METHODS

Private police are concerned almost solely with prevention. Public police also work to prevent crime, but the usual public policing method of addressing crime is reactionary; of necessity, the police usually wait for calls for service before responding. Surveillance is paramount in the private policing context, whereas public policing relies more heavily on detection of criminal acts and apprehension of suspects.

Surveillance includes the use of obvious technologies like closed-circuit television and security cameras, but private police also employ other “embedded” techniques to guard against loss and ensure compliance with expected norms of behavior. Clifford Shearing and Philip Stenning cite the example of Disneyland: every employee—and indeed, every feature, whether it be the costumed characters or the guardrails and ropes promoting a smooth flow of patrons—is there to entertain but also subtly enforce compliance with what Disney considers appropriate behavior. People who do not comply face expulsion.

PRIVATE JUSTICE

Not surprisingly, private policing often employs private justice. For example, a “card counter” may be permanently banned from a casino. Another example is termination for an employee who steals from his or her employer.

Private companies often have an incentive to keep matters involving loss shielded from the public eye. High-profile incidents can result in negative publicity, which can in turn affect the bottom line. Similarly, cooperation with the police in an investigation takes time away from business activity, possibly eroding profits further. Interestingly, one study found that the Macy’s department store
in New York City reported just over half of shoplifting incidents to the police, which again underscores the reality that private companies’ priorities are often different than those of the public police.47

PRIVATE PROPERTY The public police focus their efforts on both public and private property. Whether it be burglary from a residence, assault at a bar, or vandalism on a highway overpass, the public police make few distinctions between the types of property where the crimes occur. Private property is of course protected (for example, by the U.S. Constitution’s Fourth Amendment), but the point is that public police are able to enforce and focus on crime regardless of where it occurs. In contrast, private police are concerned almost exclusively with private property.

Types of Private Policing
There are four primary types of private policing.48 They are protective policing, intelligence policing, publicly contracted policing, and corporate policing.

PROTECTIVE POLICING Protective private policing is concerned with guarding private property from theft, trespass, and damage. Preventive surveillance efforts are used to protect property, as are reactive efforts, such as going after shoplifters. A classic example of protective private policing is the armored transit service. Armored transit companies, which are private, transport cash and valuables for their clients and go to great lengths to protect the property from theft.

INTELLIGENCE POLICING Intelligence policing is private detection. Private detectives’ and investigators’ work comes in a variety of forms, but they primarily collect information for a client. Most often this will involve interviewing individuals, conducting surveillance, and conducting searches for information. Private investigators often specialize in a certain type of case, such as corporate, financial, or legal investigation. The kinds of cases that private investigators take on might include locating missing persons, investigating computer-based crimes, uncovering fraud, or conducting background checks. Because their work often involves legal issues, private detectives and investigators may be asked to prepare materials for a trial by producing evidence or writing reports, aiding attorneys, or testifying in court.

Another example of intelligence policing is found in the work of the National Insurance Crime Bureau (NICB).49 On behalf of its clients, which consist mainly of insurance companies, NICB investigates cases of potential fraud. Its “questionable claims triage system,” for example, investigates auto insurance claims that clients believe are suspect. The organization also provides intelligence for its members, business owners, and the general public in the area of crime prevention. It publishes a number of brochures, reports, and fact sheets aimed at helping people guard against such crimes as vehicle and identity theft.

PUBLICLY CONTRACTED POLICING With publicly contracted policing, a private company is paid by the government to perform policing-related functions. This approach is not particularly common, as it raises a number of legal issues. For example, if private police officers replace public police, what happens when it is necessary to use force? Can private police use deadly force? Answers to these questions are not immediately apparent.50

Several local governments have throughout the years contracted with private organizations to essentially replace their police forces. The first was Kalamazoo, Michigan.51 In the 1950s, employees of a private security firm were sworn in as deputy sheriffs and took over law enforcement activities for the city. Litigation ensued and the contracting ceased after only three years. A number of other cities have experimented with privatization over the years.52

One of the more visible and controversial publicly contracted security companies is Blackwater USA. It is a private military company founded in 1987 and is one of the largest private security contractors for the U.S. State Department.
The Victim Experience

FROM VIGILANTISM TO UNITED VICTIMS

Background
Upset by a rash of vandalism, residents of a northeast Philadelphia neighborhood whose cars were damaged on multiple occasions band together and installed security cameras in an effort to capture the people responsible. In one of the incidents, 17 cars were sprayed with an acidic chemical substance that caused significant paint damage. Police worked closely with the residents and stepped up patrols in the neighborhood, but they could not capture the perpetrators. The installation of security cameras was a last resort. At their wits’ end, victims took matters into their own hands.

The Big Picture
When offenders remain at large, crime victims often become frustrated, wondering why their cases are rarely at the top of the police priority list. Their frustration is understandable, but the police cannot be in all places at all times. With approximately one sworn police officer per 1,000 residents, most municipalities can only do so much to keep crime at bay. Also, when confronted with serious crime, the police cannot give vandalism the attention it might otherwise deserve.

Sometimes victims band together to simultaneously protect themselves and assist the police. Other times they work alone, independently of the police, by becoming vigilantes. The 1984 Bernhard Goetz case is perhaps the most famous. After being attacked in a subway, Goetz started to carry a gun, even though New York City denied him a permit to legally carry one. Twice, he scared off would-be muggers with the gun. On the third occasion, Goetz shot four teenagers, one of whom was severely injured. After nine days as a fugitive, he gave himself up to police. A jury later found him guilty of criminal possession of a weapon in the third degree, but it acquitted him on attempted murder charges.

Victims also unite through a number of more innocuous and less newsworthy means. One example is Crime Victims United of California. The organization uses “education, legislative advocacy and political action to enhance public safety, promote effective crime-reduction measures and strengthen the rights of crime victims.” Its legislative advocacy arm works to strengthen victims’ rights laws and otherwise improve the victim experience. Its political advocacy arm endorses and backs pro-victim candidates for elected office.

Other victims groups unite around specific causes, an example being Scam Victims United. According to the organization’s website, it “offers support and resources to victims through message groups and networking with other victims. This provides for a safe environment in which they can share their stories with others who have been through the same experience without worry of blame or judgment.”

Classroom Exercise
Divide the class into two groups. Propose a law that could be construed as beneficial to crime victims. Have one side argue in favor of the law and the other side argue against the law. For a brief overview of legislative priorities, visit the website of The National Center for Victims of Crime and examine their policy agenda: www.victimsofcrime.org/about-us/our-work.


Blackwater employees primarily provide diplomatic security in Iraq and other locations around the world where the U.S. has a military/political presence. Blackwater has also been contracted by numerous foreign governments to perform similar functions.

CORPORATE POLICING Corporations, especially large ones, often employ their own private police forces. Corporate police engage in many of the duties already discussed, but they may go further, such as by protecting key personnel who work for their companies. Corporate police often work within security departments or similarly described entities. The pharmaceutical industry, for
example, maintains its own private security apparatus, concerned primarily with protecting the supply chain, from manufacturing to patient delivery.

**Criticisms of Private Policing**

Private policing is controversial for a number of reasons. First, there is some concern that privatization puts the profit motive ahead of more lofty concerns like protection of public safety. Another concern is that private police could eventually replace government, or public, police. Fortunately, this looks unlikely. As one expert observed, "Private policing poses no risk of supplanting public law enforcement entirely, at least not in our lifetime, and it is far from clear to what extent the growing numbers of private security employees are actually performing functions previously carried out by public officers."[63]

There will also be more legal scrutiny as the private security business blossoms. A number of questions remain to be answered. One important issue is whether security guards are subject to the same search and seizure standards as police officers. The U.S. Supreme Court has repeatedly stated that purely private search activities do not violate the Fourth Amendment’s prohibitions. Similar questions arise when ordinary citizens engage in their own private policing initiatives, as discussed further in The Victim Experience box.

Might security guards be subject to Fourth Amendment requirements if they are performing services that are traditionally reserved for the police? The Supreme Court answered this question with a yes in the 1964 case of *Griffin v. Maryland.*[54] In that case, an amusement park security guard was "deputized" by the county sheriff. He subsequently arrested five black men and charged them with criminal trespass for violating the privately owned park’s racial segregation policy, which permitted only whites to enter the premises. The Court ruled not only that the arrest was inappropriate, but that it amounted to "state action." This decision, and some others since,[65] suggest that when private police are sworn or act as *de facto* public police, they are bound by the same constitutional constraints as any police officer.

States, on the other hand, have given private police much more latitude, exempting them from the Fourth Amendment,[66] the *Miranda* rule,[67] (see Chapter 8), and the exclusionary rule[68] (also see Chapter 8). This does not mean, though, that private police have unbridled authority. In most instances, they have no more authority than the typical private citizen. As one expert put it, "Many private security guards... possess no greater legal capabilities than do ordinary citizens to forcibly detain persons who are suspected of or have in fact committed a crime."[69] But as time goes on and the private policing industry continues to grow, it will be interesting to see how the courts weigh in.

**TECHNOLOGY AND LAW ENFORCEMENT**

Budget realities demand that police leaders make the most effective use of their forces, and technology seems to be one method of increasing productivity at a relatively low cost. The introduction of technology has already been explosive. In 1964, only one city, St. Louis, had a police computer system; by 1968, 10 states and 50 cities had state-level criminal justice information systems. Today, nearly every law enforcement organization relies on computer technology.[70]

Law enforcement technology extends beyond computers, of course. It falls into two broad categories: hard technology and soft technology.[61] Hard technology includes new materials and equipment that police use to catch criminals and prevent crime. Soft technology primarily consists of software and information systems. Innovations in this area include new programs, crime classification techniques, system integration, and data sharing. Additional examples of hard and soft technology appear in Exhibit 5.4. In the following subsections, we explore in more detail several of the key technological innovations that have improved law enforcement capabilities in recent years.
Identifying Criminals

Police are becoming more sophisticated in their use of computer software to identify and convict criminals. One of the most important computer-aided tasks is the identification of criminal suspects. Computers now link neighboring agencies so they can share information on cases, suspects, and warrants. On a broader jurisdictional level, the FBI implemented the National Crime Information Center in 1967. This system provides rapid collection and retrieval of data about persons wanted for crimes anywhere in the 50 states.

Some police departments are using computerized imaging systems to replace mug books. Photos or sketches are stored in computer memory and are easily retrieved for viewing. Several software companies have developed identification programs that help witnesses create a composite picture of the perpetrator. A vast library of photographed or drawn facial features can be stored in computer files and accessed on a terminal screen. Witnesses can scan thousands of noses, eyes, and lips until they find those that match the suspect's. Eyeglasses, mustaches, and beards can be added; skin tones can be altered. When the composite is created, an attached camera prints a hard copy for distribution.

In an effort to identify crime patterns and link them to suspects, some departments have begun to use computer software to conduct analysis of behavior patterns, a process called data mining. By discovering patterns in crimes such as...
Gunshot Locators

Faced with a surge in the number of shootings, Gary, Indiana, installed the ShotSpotter gunshot location system (GLS). The device uses a network of weatherproof acoustic sensors that locate and record gunshots. Most gunshots emit sound waves for a distance of up to two miles. The GLS sensors determine the direction from which the sound came. When several sensors are used in conjunction with one another, they can triangulate and determine the exact location where the gunshots were fired. Using this technology, the Gary Police Department seized 27 semi-automatic handguns in a single night. It happened over New Year’s Eve because the department knew from previous experience that many guns were fired into the air near midnight.

Technology

ShotSpotter, the leading manufacturer of gunshot location systems, bases its product on the same technology that geologists use to pinpoint an earthquake’s epicenter. In fact, the original concept was conceived by a U.S. Geological Survey seismologist.

With at least three sensors, the system ties into a geographic information system (GIS) and maps the gunshots’ location with a dot on a city map. Gunshots show up as red dots; different colors are used for different noises. The map then shows a dispatcher the gunshot’s location, information which is then used to send the nearest officer to the scene.

An added feature of GLS technology is that it can be integrated with surveillance cameras so that both gunshots and shooters can be detected. ShotSpotter also markets the Rapid Deployment System, a portable version of its gunshot detector that can be used by SWAT teams and other first responders.

A few other companies have developed similar gunshot detection technologies. These include the SECURA Gunshot-Detection and Localization System and the Safety Dynamics SENTRI. The Safety Dynamics product is especially adept at distinguishing gunshots from other noises in loud areas. Chicago used SENTRI in its “Operation Disruption,” a crackdown on gun violence.

Advantages

The obvious advantage of gunshot location technology is rapid response by police. With real-time information on gunshot locations, police officers can be asburglary, especially those involving multiple offenders, computer programs can be programmed to recognize a particular way of working a crime and thereby identify suspects most likely to fit the profile.

Locating Criminals

Many technologies have also been developed for the purpose of locating criminals. Given that there are relatively few police in relation to the number of citizens, officers cannot be everywhere at the same time. Nor can they readily identify or locate certain criminals who do not wish to be found. Several technological advances assist them in this regard.

The accompanying Criminal Justice and Technology feature describes the recent advent of gun detector technology. Cities can purchase devices that literally “listen” for gunfire so that officers can quickly be directed to the place where guns were recently fired. Companies have also developed gun detectors that officers can use to determine who is carrying an illegally concealed weapon. Millivision, one of the leaders in this area, has developed a portable gun detection device that officers can use from a distance. It does not reveal any anatomical information, only the outline of a gun.63 Police departments even use closed-circuit television cameras to monitor certain urban areas from a distance.64

Another company has developed a device that can “listen” for a person hidden in the trunk of a vehicle. This is useful in the traffic stop context, when police officers are vulnerable to attack. The so-called Enclosed Space Detection System (ESDS) has been developed for police to ascertain whether one or more persons are hidden in a vehicle. It works by detecting the motion of the vehicle caused by the shock wave produced by a beating heart.65
Crime Scene Investigation

Traditionally, to investigate and evaluate a crime scene, detectives relied on photographic evidence and two-dimensional drawings. However, it can be difficult to visualize the positional relationships of evidence with two-dimensional tools. Now, through a combination of laser and computer technology, high-definition surveying (HDS) creates a virtual crime scene that allows investigators to maneuver every piece of evidence.

High-definition surveying gives law enforcement a complete picture of a crime scene. HDS reflects a laser light off objects in the crime scene and back to a digital sensor, creating three-dimensional spatial coordinates that are calculated and stored using algebraic equations. An HDS device projects light in the form of a laser in a 360-degree horizontal circumference, measuring millions of points and creating a "point cloud." The data points are bounced back to the receiver, collected, converted, and used to create a virtual image of any location. A personal computer can now take the data and project that site onto any screen.

Not only does HDS technology allow the crime scene to be preserved exactly, but the perspective can also be manipulated to provide additional clues. For instance, if the crime scene is the front room of an apartment, the thermal imager

A device that detects radiation in the infrared range of the electromagnetic spectrum, used in law enforcement to detect variations in temperature (warm images stand out against cool backgrounds).

CourseMate Interested in learning more about thermal imagers? Visit the Police Thermal Imaging site by going to the Criminal Justice CourseMate at CengageBrain.com, then accessing the Web Links for this chapter.
three-dimensional image allows the investigator to move around and examine different points of view. Or if a victim was found seated, an investigator can see and show a jury what the victim might have seen just before the crime occurred. If witnesses outside said that they looked in a living room window, an investigator can zoom around and view what the witnesses could or could not have seen through that window.

HDS technology can also limit crime scene contamination. Investigators may inadvertently touch an object at a crime scene, leaving their fingerprints, or their shoes may move or take evidence from the scene, perhaps by picking up fibers on their shoes. Evidence is compromised if moved or disturbed from its resting place, which may contaminate the scene and undermine the case. HDS technology is a "stand-off" device, allowing investigators to approach the scene in stages by scanning from the outer perimeter and moving inward, reducing the chances of contamination. The investigative and prosecutorial value of virtual crime scenes is evident. If an HDS device is used at the scene, detectives, prosecutors, and juries can return to a crime scene in its preserved state. Showing a jury exactly what a witness could or could not have seen can be very valuable.

Crime Mapping
It is now recognized that there are geographic "hot spots" where a majority of predatory crimes are concentrated. Computer mapping programs that can translate addresses into map coordinates allow departments to identify problem areas for particular crimes, such as drug dealing. Computer maps allow police to identify the location, time of day, and linkage among criminal events and to concentrate their forces accordingly. Figure 5.1 illustrates a typical crime map that is now being used in Providence, Rhode Island.

Crime maps offer police administrators graphic representations of where crimes are occurring in their jurisdiction. Computerized crime mapping gives the police the power to analyze and correlate a wide array of data to create immediate, detailed visuals of crime patterns. The simplest maps display crime locations or concentrations and can be used to help direct patrols to the places they are most needed. More complex maps can be used to chart trends in criminal activity, and some have even proven valuable in solving individual criminal cases. For example, a serial rapist may be caught by observing and understanding the patterns of his crime so that detectives may predict where he will strike next and stake out the area with police decoys.

Crime mapping makes use of new computer technology. Instead of antiquated pin maps, computerized crime mappings let the police detect crime patterns and pathologies of related problems. It enables them to work with multiple layers of information and scenarios, and thus identify emerging hot spots of criminal activity far more successfully and target resources accordingly.

Most law enforcement agencies throughout the United States now use mapping techniques. The New York City Police Department's CompStat process relies on computerized crime mapping to identify crime hot spots. The Chicago Police Department has developed the popular CLEARMAP Crime Incident web application. By visiting the department's web page, anyone can search a database of reported crime within the city and map incident locations. The system was awarded a prestigious Harvard Innovations in American Government award.

Some mapping efforts cross jurisdictional boundaries. Examples of this approach have included the Regional Crime Analysis System in the greater Baltimore–Washington area and the multijurisdictional efforts of the Greater Atlanta PACT Data Center. The Charlotte–Mecklenburg Police Department (North Carolina) has used data collected by other city and county agencies in its crime mapping efforts. By coordinating the departments of tax assessor, public works, planning, and sanitation, police department analysts have made links between disorder and crime that have been instrumental in supporting the department's community policing philosophy.
Crime maps alone may not be a panacea for significantly improving police effectiveness. Many officers are uncertain about how to read maps and assess their data. To maximize the potential of this new technique, police agencies need to invest in training and infrastructure before crime mapping can have an impact on their service efficiency.

ALTERNATIVE MAPPING INITIATIVES Mapping may soon serve other purposes than resource allocation. Law enforcement officials in the state of Washington have developed a new Internet-based mapping system that will provide critical information about public infrastructures to help them handle terrorist or emergency situations. The initiative, known as the Critical Incident Planning and Mapping System,\(^7\) provides access to tactical response plans, satellite imagery, photos, floor plans, and hazardous chemical locations.\(^7\)

In West Virginia, local and state government entities are working with private firms to develop an emergency 911 system that can pinpoint the location...
of callers if they are unable to speak English, if they are unconscious, or even if they hang up. The West Virginia Statewide Addressing and Mapping Board is using geospatial information technology to produce maps that show a caller’s exact location by a given number and street name. The project is designed to reduce emergency response times and improve disaster recovery planning, floodplain mapping, security, evacuation routing, counterterrorism efforts, crime analysis, and more.72

Mapping technology has recently been combined with GPS (global positioning system), a network of orbiting satellites that transmit signals to a portable device that tracks the precise whereabouts of a person or thing. Officers in one gruesome case found various parts of a man’s badly decomposed body in Lake Powell, in Utah’s Bryce Canyon National Park. They used a digital camera equipped with GPS technology to snap pictures of the exact locations where body parts and related evidence were found. The officers were then able to view all the photo locations on a map, which helped them determine that the body broke apart over time due to wave action, not because of foul play.73 GPS technology is also used for a wide range of other applications, such as keeping track of the exact locations of officers’ patrol cars.74

Biometrics

Biometrics is defined as automated methods of recognizing a person based on a physiological or behavioral characteristic.75 Some biometric measures, such as fingerprint identification, have been used for years by law enforcement to identify criminals. However, recent improvements in computer technology have expanded the different types of measures that can be used for identification. Biometrics is now used to identify individuals based on voice, retina, facial features, and handwriting identification, just to name a few.

The field of biometrics can be used by all levels of government, including the military and law enforcement, and is also helpful in private businesses. Financial institutions, retail shopping, and health and social fields can all use biometrics as a way to limit access to financial information or to secure Internet sites.

As opposed to current personal identification methods, such as personal identification numbers (PINs) used for bank machines and Internet transactions, biometric authenticators are unique to the user and as a result cannot be stolen and used without that individual’s knowledge.

The process of recording biometric data occurs in four steps. First, the raw biometric data are captured or recorded by a video camera or a fingerprint reading device. Second, the distinguishing characteristics of the raw data are used to create a biometric template. Third, the template is changed into a mathematical representation of the biometric sample and is stored in a database. Finally, a verification process will occur when an individual attempts to gain access to a restricted site. The individual will have to present his or her fingerprint or retina to be read and then matched to the biometric sample on record. Once verification is made, the individual will have access to restricted areas. Currently, a number of programs are in effect. Immigration and Customs Enforcement has been using hand geometry systems at major U.S. airports to check frequent international travelers. Casinos around the country have started to implement facial recognition software into their buildings so that security is notified when a known cheater enters their premises.

Automated Fingerprint Identification Systems

The use of computerized automated fingerprint identification systems (AFIS) is growing in the United States. Using mathematical models, AFIS can classify fingerprints and identify up to 250 characteristics (minutiae) of the print. These automated systems use high-speed silicon chips to plot each point of minutiae and count the number of ridge lines between that point and its four nearest neighbors, which substantially improves their speed and accuracy over earlier systems.
Some police departments report that computerized fingerprint systems are allowing them to make over 100 identifications per month from fingerprints taken at crime scenes. AFIS files have been regionalized. The Western Identification Network (WIN), for example, consists of eight central site members (Alaska, Idaho, Montana, Nevada, Oregon, Utah, Wyoming, and Portland Police Bureau), two interface members (California and Washington), multiple local operators, and six federal members (Drug Enforcement Administration, Federal Bureau of Investigation, Immigration and Naturalization Service, Internal Revenue Service, Postal Inspection Service, and Secret Service). When it began, the system had a centralized automated database of 900,000 fingerprint records; today, with the addition of new jurisdictions (Alaska, California, and Washington), the system’s number of searchable fingerprint records has increased to more than 14 million. Technology is constantly improving the effectiveness and reliability of the AFIS system, making it easier to use and more efficient in identifying suspects.77

**DNA Testing**

DNA profiling, a procedure that gained national attention during the O. J. Simpson trial, allows suspects to be identified on the basis of the genetic material found in hair, blood, and other bodily tissues and fluids. When DNA is used as evidence in a rape trial, DNA segments are taken from the victim, the suspect, and blood and semen found on the victim. A DNA match indicates a four-billion-to-one likelihood that the suspect is the offender.

Every U.S. state and nearly every industrialized country now maintain DNA databases of convicted offenders. These databases allow comparison of crime scene DNA to samples taken at other crime scenes and to known offenders. The United States has more than 3 million samples of offenders/arrestees in its state and federal DNA databases. The United States is not alone in gathering this material. Great Britain requires that almost any violation of law enforcement result in the collection of DNA of the violator.79

Leading the way in the development of the most advanced forensic techniques is the Forensic Science Research and Training Center, operated by the FBI in Washington, D.C., and Quantico, Virginia. The lab provides information and services to hundreds of crime labs throughout the United States. The National Institute of Justice is also sponsoring research to identify a wider variety of DNA segments for testing and is involved in developing a PCR-based DNA-profiling examination using fluorescent detection that will reduce the time required for DNA profiling.

The FBI is now operating the Combined DNA Index System (CODIS), which has assisted in nearly 50,000 investigations. CODIS is a computerized database that allows DNA taken at a crime scene to be searched electronically to find matches against samples taken from convicted offenders and from other crime scenes. Early on, the system linked evidence taken from crime scenes in Jacksonville, Florida, to ones in Washington, D.C., thereby tying nine crimes to a single offender. When Timothy Spence was executed in Virginia on April 27, 1994, he was the first person convicted and executed almost entirely on the basis of DNA evidence.81 More recently, CODIS has been expanded to include a wealth of information, including profiles of individuals convicted of crimes—and even of arrestees, if state law permits. Critics of this information gathering cite concerns that some arrestees are innocent and that retaining data from innocent persons could be improperly used and constitute a violation of privacy and civil liberties.83

DNA evidence—and the forensic sciences in general—are not without some problems, however. A recent study reported that although there is widespread knowledge about the utility of forensic evidence, it is not being adequately used by law enforcement agencies. The authors found that a significant number of
unsolved homicides and rapes with forensic evidence had not been submitted to laboratories for analysis. And when cases with DNA evidence make it to trials, jurors are sometimes confused by the complexities involved.85

**Social Media and Networking**

Police departments have for several years used the Internet and particularly their websites to communicate with the public. More recently, they have jumped on the social media and social networking bandwagon. People voluntarily reveal intimate details of their lives on sites such as Facebook and MySpace, something that has proven quite useful for the police. People also follow police departments on Twitter and Nixle, the latter of which is a dedicated police local alert system to which anyone can sign up for free.

The Baltimore Police Department has used Facebook and Twitter since 2009.86 They used Facebook to post information on wanted criminals and news updates. Individual officers also have their own Facebook pages, permitting citizens to interact with them directly online. The department uses Twitter to inform the public on important developments.

Baltimore does not rely on Twitter for crime tips, citing security concerns (anyone can see the postings). In contrast, the Boston Police Department, which has over 41,000 Twitter followers, relies on the social networking site heavily for the receipt of crime-fighting tips.87 The department also maintains a “text-a-tip” program, allowing residents to send anonymous texts to the Crime Stoppers Unit.88 Texters then receive an automatic reply: “Thx. We’ll ask u a few questions.” Special software then blocks the person’s phone number as officers exchange information back and forth with them.

Facebook has proven particularly useful. For example, the Hartselle, Alabama, police department sees its Facebook page as providing an extra 1,300 sets of eyes in the community. The department, which has around 1,300 likes, recently used the site to identify a couple who ran up over $1,500 worth of charges on a stolen credit card.89 After the department posted surveillance photos from a local Walmart on its Facebook page, the couple was identified by a member of the community. Other departments around the country have used Facebook to capture crooks, and not just thieves. Police in one Louisiana department successfully used Facebook as part of their effort to apprehend a suspected cop-killer.90

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**ETHICAL CHALLENGES IN CRIMINAL JUSTICE**

The FBI’s Combined DNA Index System (CODIS) helps law enforcement develop investigative leads in cases where biological evidence is secured from a crime scene. Biological samples are matched against DNA profiles of people in the database, including convicted criminals and arrestees. State and local law enforcement officials have access to the system and can possibly link several similar crimes to a single perpetrator.

Write an essay on the ethics of using this system. In doing so, answer these questions: Should every arrestee have a DNA sample taken? Does CODIS amount to an undesirable invasion of individual privacy, or does it represent a positive advance in police investigations that generates benefits for society? What other technological advances in law enforcement raise ethical questions? Why do they raise ethical questions? Refer to this chapter’s “Technology and Law Enforcement” section for some guidance.
Recount the early development of the police in England.

- Early in English history, law enforcement was a personal matter.
- Under the pledge system, people were grouped into tythings and hundreds. The leader of a tything was called a tythingman. The leader of a hundred was called the hundredman and later came to be called the constable. This rudimentary beginning was the seed of today's police departments.
- Shires, which resembled today's counties, were controlled by the shire reeve, the forerunner of the sheriff.
- Under the thirteenth-century watch system, watchmen patrolled at night and helped protect against robberies, fires, and disturbances.
- Early in the eighteenth century, paid private police called thief takers patrolled the streets.
- The Metropolitan Police Act established the first organized police force in London.

Recount the development of the police in colonial America.

- Law enforcement in colonial America resembled the British model.
- The county sheriff became the most important law enforcement official.
- Urban police departments were born out of urban mob violence.
- Boston created America's first urban police department in 1838.

Discuss twentieth-century police reforms and the emergence of professionalism.

- In the early years of the twentieth century, various reforms were undertaken with the intent of limiting local officials' control over the police.
- The Boston police strike of 1919 fueled interest in police reform.
- Nationally recognized leaders called for professionalization of the police. The International Association of Chiefs of Police, a key professional society, was formed.

Identify the main events in policing between 1960 and the present.

- Police professionalism was interpreted to mean tough, rule-oriented police work featuring advanced technology and hardware.

However, the view that these measures would quickly reduce crime proved incorrect.

- During the 1970s, federal support for local law enforcement benefited police departments considerably. Criminal justice programs began to be formed in colleges and universities throughout the United States.
- Between 1960 and the 1990s, police were beset by many problems, including questions about their treatment of minorities and why they were not more effective. This paved the way for a radical change in policing and the development of community policing.

Identify the various levels of law enforcement.

- There are four main levels of law enforcement in the United States: federal, state, county, and local.
- Most law enforcement is performed at the local level.
- The typical local police department employs fewer than 50 officers.

Identify the most prominent federal law enforcement agencies.

- The most prominent federal law enforcement agencies within the Justice Department are the Federal Bureau of Investigation (FBI), the Bureau of Alcohol, Tobacco, Firearms and Explosives (ATF), and the U.S. Marshals Service.
- The most prominent federal law enforcement agencies within the Department of Homeland Security are Customs and Border Protection (CBP), Immigration and Customs Enforcement (ICE), and the Secret Service.

Discuss the differences among local, county, state, and federal law enforcement agencies.

- Federal law enforcement agencies primarily enforce federal law.
- State law enforcement agencies come in two main varieties. State police generally enforce state law and have broad police power. State patrols and highway patrols focus mainly on traffic enforcement on state highways and interstates.
- County law enforcement officials enforce state laws and county ordinances. Most of their enforcement work occurs in unincorporated areas. Some sheriff's departments are
mainly law enforcement oriented. Some also take on correctional responsibilities, such as running county jails.

- City and metropolitan police are the most common type of law enforcement official. They have broad authority to enforce state and local laws.

**LO8 Know the differences between public and private policing.**

- Private police outnumber public police (those employed by the federal, state, or local government) by roughly three to one.
- Private police have emerged in response to (a) the desire for nongovernmental service provision, (b) growth in mass private property, such as shopping malls, and (c) a belief that the private sector can do a better job than the public sector (government) of preventing and controlling crime.
- Private policing is controversial due to concerns that (a) the profit motive will take precedence over crime control, (b) private police may replace public police, and (c) there are few constitutional constraints on private police.

**LO9 Identify various technologies currently used in law enforcement.**

- Today, most police departments rely on advanced computer-based technology to identify suspects and collate evidence.
- Various technologies, such as gun detectors, have been developed to aid the police in locating the whereabouts of criminals.
- Many law enforcement agencies use mapping software to identify geographic “hot spots” of crime and to track their progress in crime control and prevention.
- Automated fingerprint systems and computerized identification systems have become widespread. Some believe that technology may make police overly intrusive and interfere with civil liberties.
- DNA testing, combined with DNA databases, helps law enforcement officials identify criminals.
- Police are increasingly relying on social media and social networking, particularly for the purpose of catching suspected criminals.

### TERMS

- tything (tithing), 158
- hue and cry, 158
- hundred, 158
- shire reeve, 158
- sheriff, 158
- watch system, 158
- constable, 158
- justice of the peace, 158
- Metropolitan Police Act, 159
- vigilantes, 161
- Wickersham Commission, 163
- community policing, 165
- Federal Bureau of Investigation (FBI), 166
- private policing, 175
- data mining, 181
- thermal imager, 183
- biometrics, 186
- DNA profiling, 187

### CRITICAL THINKING QUESTIONS

1. List the problems faced by today’s police departments that were also present during the early days of policing.
2. There is concern that history may be repeating itself in policing due to increased reliance on civilian volunteers and privatization. Is this cause for concern?
3. Distinguish among the duties of the state police, sheriff’s departments, and local police departments.
4. What is the Department of Homeland Security? What are its component law enforcement agencies?
5. Private police outnumber public by a factor of three to one. Is this beneficial or harmful?
6. What are some of the technological advances that should help the police solve more crimes? What are the dangers of these advances?