

TABLE 1.1
A Framework for the Analysis of Administrative Discretion

The Latitude of Discretion	Decision Makers	Types of Discretionary Decisions
<p>A. Environmental Constraints</p> <ol style="list-style-type: none"> 1. <i>Political</i>: Policy mandate established by legislature; actions by courts to assure conformity to procedural and statutory rules; actions by political executives to assure conformity to policy mandate; political structure which establishes context for relationship between administrative organizations and political institutions. 2. <i>Contextual</i>: Culture; degree of social conflict or consensus; size and heterogeneity of community; character of clientele. <p>B. Organizational Constraints</p> <ol style="list-style-type: none"> 1. <i>Administrative Structure</i>: Division of labor; degree of centralization 2. <i>Organizational Controls</i>: Formal rules; incentive systems; recruitment and training; information systems to monitor performance. 	<p>A. Administrative Elites</p> <p>Broad powers of discretion; influenced by political, environmental, and organizational constraints, and mediate between these; in position to structure and manipulate organizational constraints, though the ability to do so may be limited (depending on circumstances) by power of subordinates.</p> <p>B. Managers and Supervisors</p> <p>Limited powers of discretion; almost wholly influenced by organizational constraints. However, implementation and effectiveness of administrative controls depend on their decisions.</p> <p>C. Street-level Bureaucrats</p> <p>Broad powers of discretion in many cases; latitude of discretion depends on scope of responsibilities, tasks, and impact of organizational constraints. Influenced by organizational and environmental constraints, and at operational level mediate between these.</p>	<p>A. Procedural</p> <ol style="list-style-type: none"> 1. <i>Organizational Structure</i>: Defines responsibilities of subunits, allocates tasks, etc. 2. <i>Program Rules</i>: Establishes policies to guide the implementation of programs. <p>B. Substantive</p> <ol style="list-style-type: none"> 1. <i>Allocative</i>: Allocation of budgetary resources to various subunits. 2. <i>Regulatory</i>: Encompasses decisions to intervene, whether or not to resolve a violation formally or informally, and choice of tactics.

TABLE 3.1
Average Felony Crimes by Department, 1969-73
(Per 10,000 population)

Offense	High-crime Areas		Low-crime Areas	
	Inglewood	Rampart	Redondo Beach	Northeast
Homicide	.93	1.81	.74	.84
Forcible rape	5.08	9.10	2.90	3.60
Armed robbery	72.20	49.00	18.70	16.60
Aggravated assault	19.00	52.00	16.90	35.80
Burglary	243.70	277.60	204.80	190.40
Grand theft ^a	178.90	277.90	191.80	205.80
Auto theft	152.70	125.70	83.60	84.10

^aLarceny greater than \$50.00; figures are 1969-72 means.

SOURCE: Los Angeles Police Department, Statistical Digest, 1969-73, State of California, Bureau of Criminal Statistics, Redondo Beach Police Department; Inglewood Police Department.

TABLE 3.2
Background Characteristics of Patrolmen

	High-crime Areas		Low-crime Areas		Total
	Inglewood	Rampart	Redondo Beach	Northeast	
<i>ETHNICITY:</i>					
White	89%	76%	100%	80%	86%
Black	3%	0%	0%	2%	1%
Mexican-American	3%	24%	0%	16%	11%
Other	4%	0%	0%	2%	2%
<i>SOCIAL CLASS:^a</i>					
White-collar	38%	34%	38%	36%	36%
Blue-collar	62%	66%	62%	64%	64%
<i>EDUCATION:</i>					
Median School Yrs.	14.08	13.35	13.83	13.20	13.70
<i>SERVED IN MILITARY:</i>					
Number of Respondents	(62)	(51)	(34)	(51)	(198)

^aSocial class is measured by the respondent's father's occupation. White-collar includes: professional, managerial, sales workers, and clerical. Blue-collar includes: craftsmen, operatives, laborers, and service workers.

FIGURE 5.1
Perceptions of Influence by Patrolmen

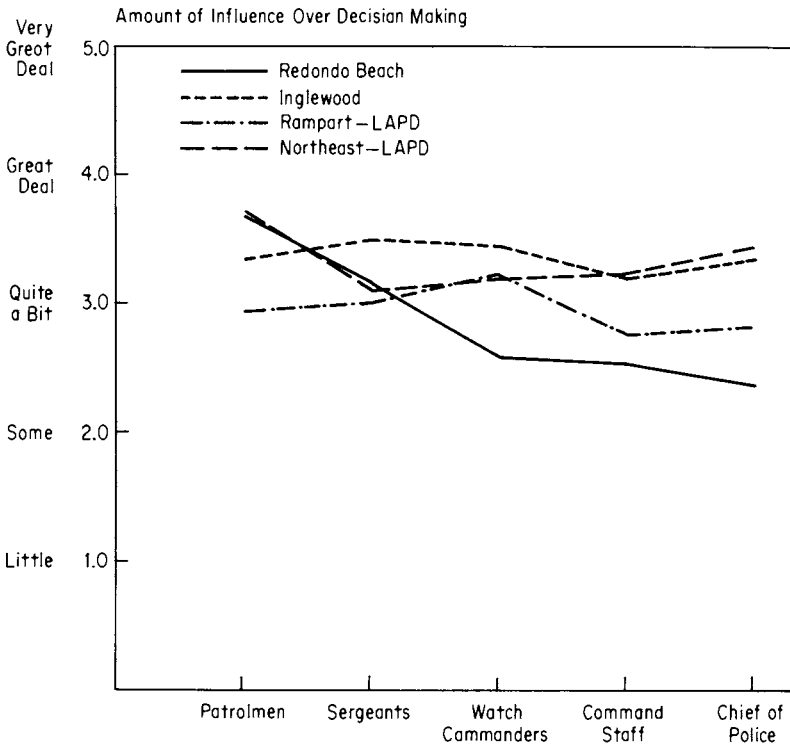
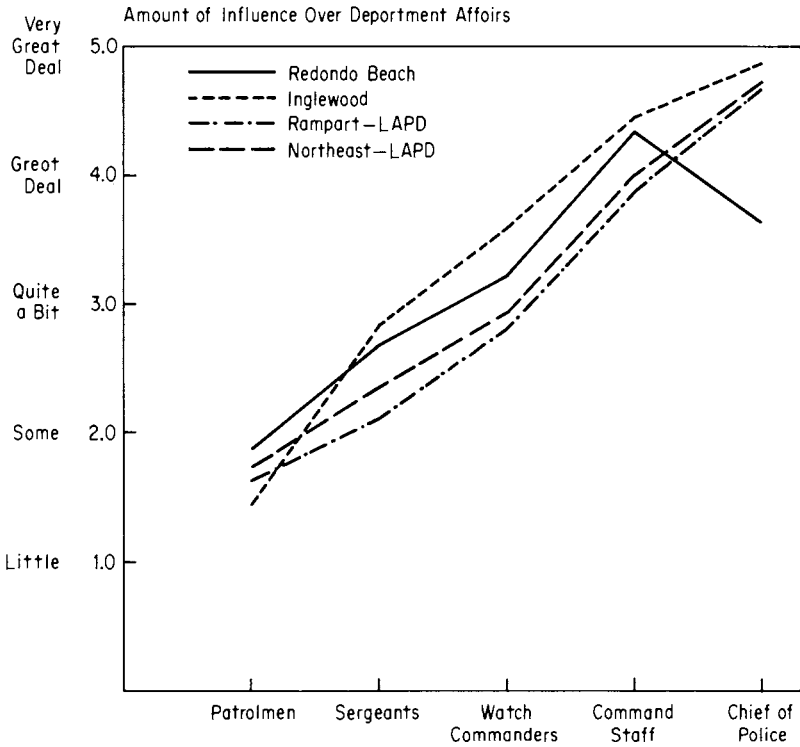


TABLE 5.1
Sergeants' and Watch Commanders' Attitudes Toward Supervision

Those Who Agreed with the Following Statement:	Small Departments		LAPD		All Departments (%)
	Redondo Beach (%)	Inglewood (%)	Northeast (%)	Rampart (%)	
a. It is important for field supervisors to enforce departmental rules regarding dress, hair length, tardiness, etc.	90	92	94	82	89
b. The main job of a field supervisor is to enforce the rules and regulations of the department.	20	33	24	53	34
c. The main way for a supervisor to keep his men working properly is that of punishment for what he considers ineffective performance.	10	18	12	0	9
d. Patrolmen are frequently found guilty of violating departmental rules and procedures and are penalized severely.	10	0	29	12	14
e. The main job of a field supervisor is to assist patrolmen in doing their job.	100	92	82	81	87
Number of Respondents	(10)	(12)	(17)	(17)	(56)

TABLE 5.2
Perceived Supervision Problems (Mean Scores)

	High-Crime Areas		Low-Crime Areas	
	Inglewood	Rampart	Redondo Beach	Northeast
<i>Perceived Problems:</i> ^a				
Disciplinary/Work-related Problems	7.75	8.28	7.40	6.00
Discretionary Problems	4.75	5.67	5.80	5.29

^aThe indexes of supervision problems measure both which problems supervisors regard as important and the relative significance of the problems they have chosen. If a problem was not chosen by a respondent it was scored as 0; otherwise each problem chosen was scored from 1 (the lowest rank) to 5 (the highest rank). Each index contains six problems, and the potential score for each respondent ranges from a low of 0 to a high of 15. The problems in each index are as follows:

1. *Disciplinary/Work-related*

- a. Poor report writing on the part of patrolmen.
- b. Lack of hustle while on patrol, officers are not active and are consistently "dogging it."
- c. Sloppy dress, shoes not shined and failure to conform to hair and uniform regulations of the department.
- d. Misuse of radio codes.
- e. Failure to take proper care of city equipment and property.
- f. Bad driving habits on the part of patrolmen.

2. *Discretionary*

- a. Making "bad" arrests—that is, arrests which are unjustified or illegal.
- b. Unequal enforcement of the laws in the community.
- c. Making poor decisions on the street.
- d. Failure to enforce laws at adequate level—that is, to make enough arrests and issue enough citations to deter crime and keep the peace.
- e. Discourteousness with the public.
- f. The use of excessive force while performing the job.

TABLE 5.3
Departmental Expectations (Mean Scores)

	High-crime Areas		Low-crime Areas	
	Inglewood	Rampart	Redondo Beach	Northeast
<i>Perceived Expectations:</i> ^a				
Instrumental	7.00	6.75	8.27	7.47
Crime and Law Enforcement	5.71	4.45	3.44	3.75
Order Maintenance	2.16	3.57	2.15	3.06
<i>Desired Expectations:</i>				
Instrumental	5.37	5.73	5.32	5.35
Crime and Law Enforcement	7.60	5.92	6.29	5.80
Order Maintenance	1.95	2.82	2.91	2.94

^aThe indexes of departmental expectations measure both which expectations patrolmen regard as important and the relative significance of the expectations they have chosen. Perceived expectations refer to those expectations that patrolmen think administrators regard as important. Desired expectations refer to those expectations patrolmen think should be regarded as important. If an expectation was not chosen by a respondent it was scored as 0; otherwise each expectation chosen was scored from 1 (the lowest rank) to 5 (the highest rank). The Instrumental and Crime and Law Enforcement indexes contain three items each, and the potential score for each respondent ranges from a low of 0 to a high of 12. The index of Order Maintenance contains two items, and the potential score ranges from 0 to 8. The expectations in each index are as follows:

1. Instrumental
 - a. Maintain courteous and good relations with the public.
 - b. Maintain a professional image.
 - c. Stay out of trouble.
2. Crime and Law Enforcement
 - a. Patrol your beat for potential burglaries and robberies, that is, make business checks, patrol residential streets etcetera.
 - b. Be active and aggressive on your beat: stop people, check them out, run warrant checks etcetera.
 - c. Issue a substantial number of traffic citations; actively patrol your beat for drunk drivers; make a substantial number of good felony arrests.
3. Order Maintenance
 - a. Attempt to help people when needed.
 - b. Work effectively with people in keeping the peace.

TABLE 5.4
Criteria for Promotion (Mean Scores)

	High-crime Areas		Low-crime Areas	
	Inglewood	Rampart	Redondo Beach	Northeast
<i>Perceived Criteria:</i> ^a				
Crime and Order Maintenance	3.53	3.37	2.97	3.47
Community Relations	4.15	4.86	3.74	4.71
Departmental	6.76	6.41	6.62	6.20
<i>Desired Criteria:</i>				
Crime and Order Maintenance	6.42	6.14	6.88	6.16
Community Relations	4.66	4.90	4.88	4.41
Departmental	3.90	3.51	3.21	3.90

^aThe indexes of criteria for promotion measure both which criteria patrolmen regard as important and the relative significance of the criteria they have chosen. Perceived criteria refer to those criteria patrolmen think administrators regard as important. Desired criteria refer to those criteria patrolmen think should be regarded as important. If a criterion was not chosen by a respondent it was scored as 0; otherwise each criterion chosen was scored from 1 (the lowest rank) to 5 (the highest rank). Each index contains four criteria, and each respondent's potential score can range from a low of 0 to a high of 14. The criteria in each index are as follows:

1. Crime and Order Maintenance:
 - a. Be able to work independently, without supervisor—be able to initiate actions, make decisions etcetera.
 - b. Make a substantial number of felony and misdemeanor arrests.
 - c. Be active and aggressive on your beat: stop people, check them out, run warrant checks, patrol for burglaries and robberies.
 - d. Be able to work effectively with people in keeping the peace.
2. Community Relations:
 - a. Maintain good relations with the public; be known as an officer who can get along with people, and is always courteous and cool.
 - b. Maintain an image of professionalism.
 - c. Have very few or no personnel complaints in your file.
 - d. Be active in community and civic affairs in the community in which you live.
3. Departmental:
 - a. Complete your college education—go to college.
 - b. Follow all rules and regulations of the department and orders of supervisors.
 - c. Have good relations with supervisors in the department.
 - d. Have no personal or financial problems—bad debts, etcetera.

TABLE 5.5

Mean Rankings for Departmental Criteria for Promotion

Perceived Departmental Criteria	Small Departments		LAPD	
	Redondo Beach	Inglewood	Northeast	Rampart
a. Complete your college education: Mean rank ^a	2.80	3.44	3.60	4.00
Percentage who did not choose this criterion	71%	42%	22%	16%
b. Follow all rules and regulations of the department and orders of supervisors: Mean rank	3.88	3.31	2.67	2.68
Percentage who did not choose this criterion	27%	32%	29%	28%
c. Have good relations with supervisors in the department: Mean rank	3.63	3.26	3.04	2.42
Percentage who did not choose this criterion	29%	26%	55%	63%

^aMean rank refers to the rank for each separate criterion in a department, and may range from a low of 1 to a high of 5.

TABLE 5.6
Perceptions of Supervisors' Behavior

Perceived Behavior	Small Departments		LAPD		All Departments (%)
	Redondo Beach (%)	Inglewood (%)	Northeast (%)	Rampart (%)	
Frequency of Supervisors' Observations ^a					
Often/Very Often	36	58	20	26	36
Sometimes	18	32	37	39	33
Not Often/Hardly	46	10	43	35	31
Frequency of Supervisors' Interventions ^b					
Often/Very Often	9	23	6	2	11
Sometimes	6	20	14	18	15
Not Often/Hardly	85	57	80	80	74
Mean Scale Score:	53.21	44.15	52.25	53.14	
Number of Respondents	(34)	(62)	(51)	(51)	(198)

^aHow often do the field supervisors in this department drive by and observe you while you are on a call?

^bHow often do the field supervisors in this department intervene and take charge of a call?

TABLE 5.7
Perceived Limits on the Exercise of Discretion

Those Who Agreed with the Following Statement	Small Departments		LAPD		All Departments (%)
	Redondo Beach (%)	Inglewood (%)	Rampart (%)	Northeast (%)	
a. The department allows patrolmen more than enough discretion in making arrests, issuing citations, or making tactical decisions.	91	58	80	73	74
b. In general, in this department there are very few field supervisors who believe in letting patrolmen make their own decisions.	21	34	14	16	22
c. The field supervisors act as if their only job is to enforce the rules and regulations of this department.	44	55	45	41	47
d. In general, field supervisors in this department are more interested in enforcing petty rules about dress, hair length, and whether or not you wear your hat when you get out of the car or whether you are a few minutes late to work than the sort of job patrolmen do.	76	57	55	61	61
e. Patrolmen often fail to take necessary police action due to a feeling that supervisors will disapprove of their actions.	56	60	16	18	37
f. Patrolmen who are always out looking for situations requiring police attention are the ones who usually get into trouble with their supervisors.	44	27	18	18	25
g. A patrolman will usually get along better on the job with his supervisors if he doesn't go looking for situations requiring police attention, but handles them as situations arise.	59	29	33	31	36
Mean Scale Score: ^a	46.44	47.33	53.18	52.39	
Number of Respondents	(34)	(62)	(51)	(51)	(198)

^aThe difference in means between LAPD and the small departments is significant @ $P \leq .001$.

TABLE 6.1
Observed Field Incidents by Department

Observed Incidents	High-crime Areas		Low-crime Areas		All Departments
	Inglewood	Rampart	Redondo Beach	Northeast	
Mode of Intervention	(%)	(%)	(%)	(%)	(%)
On-view	39	45	40	45	43
Call for Service	61	55	60	55	57
Number of Incidents Observed	(108)	(174)	(98)	(131)	(512)
Type of Incident					
Minor Violations ^a	32	32	46	24	34
Disturbances ^b	28	22	24	24	24
Felony Violations ^c	15	12	11	17	14
Field Interrogations ^d	11	20	8	26	17
Miscellaneous Service ^e	14	12	11	8	11
Number of Incidents Observed	(108)	(174)	(98)	(131)	(512)

SOURCE: Field Observations, 1972-73.

^aAll calls or stops involving misdemeanors, such as, traffic stops, petty theft, "drunk in public," parking violations.

^bAll calls or stops involving order-maintenance problems, such as, fights, family disputes, noisy parties.

^cAll calls or stops involving the commission or *potential* commission of a "Part I crime," such as, major assaults, robbery, burglary, "man with a gun."

^dAll calls or stops to investigate suspicious circumstances and/or a suspicious individual, and selective enforcement of laws.

^eAll service calls—crime reports, traffic accidents, missing children, recovery of stolen property, dead bodies, suicides, and community meetings (team policing in the LAPD).

TABLE 6.2
Patrolmen's and Supervisors' Attitudes Toward Priorities of Law Enforcement

Those Who Agreed with the Following Statement	High-crime Areas				Low-crime Areas				All Departments	
	Inglewood		Rampart		Redondo Beach		Northeast			
	Patrolmen (%)	Supervisors (%)	Patrolmen (%)	Supervisors (%)	Patrolmen (%)	Supervisors (%)	Patrolmen (%)	Supervisors (%)	Patrolmen (%)	Supervisors (%)
a. A really effective patrolman is one who patrols for serious felony violations rather than stopping people for minor traffic violations and other misdemeanors.	27	8	22	6	18	10	26	12	24	9
b. A patrolman should not make a lot of arrests for minor violations (such as drunks) or issue a lot of citations for minor violations.	34	36	22	31	29	30	31	35	29	33
c. It's a waste of time and takes time away from more important things to arrest someone for possession of 2 or 3 marijuana cigarettes.	24	17	20	12	21	20	22	18	22	16
Mean Scale Score ^a	48.59		51.31		49.06		51.14			
Number of Respondents	(62)	(12)	(51)	(17)	(34)	(10)	(51)	(17)	(198)	(56)

^aDifference in mean scores not significant.

TABLE 6.3
Patrolmen's and Supervisors' Attitudes Toward Aggressiveness and Crime Fighting

Those Who Agreed with the Following Statement	High Crime				Low Crime				All Departments	
	Inglewood		Rampart		Redondo Beach		Northeast			
	Patrolmen (%)	Supervisors (%)	Patrolmen (%)	Supervisors (%)	Patrolmen (%)	Supervisors (%)	Patrolmen (%)	Supervisors (%)	Patrolmen (%)	Supervisors (%)
a. A good patrolman is one who aggressively patrols his beat, stopping lots of cars, checking on vehicles that look suspicious and so forth.	77	83	51	75	43	70	63	53	61	70
b. All of a patrolman's free time from calls should be spent patrolling for burglaries and robberies.	52	18	41	35	24	20	39	41	41	31
c. In some neighborhoods, one must rigorously enforce all laws just to maintain order and prevent crimes.	98	75	80	82	74	80	78	53	84	71
d. In some neighborhoods, the prevention of crime requires that patrolmen stop people walking down the street, especially juveniles, and ask them where they are going and what they are doing.	89	83	80	69	71	80	80	82	81	78

e. The police are justified in regarding a Black and/or Mexican-American juvenile as a person who needs to be watched more than others.	44	17	18	35	21	20	12	18	25	23
f. In order to prevent crimes and apprehend felons, the police are sometimes required to violate search and seizure laws and other procedural safeguards.	73	50	47	47	56	90	43	71	56	63
g. Preservation of the peace requires that the police use their authority to order people to "move along" or "break it up" even though no law is being violated.	60	50	54	71	35	40	51	71	52	61
h. In some neighborhoods, physical combat skills and an aggressive bearing will be more useful to a patrolman on the beat than a courteous manner.	80	67	84	63	62	60	67	47	75	58
Mean Scale Scores ^a	45.57		51.08		54.44		51.47			
Number of Respondents	(62)	(12)	(51)	(17)	(34)	(10)	(51)	(17)	(198)	(56)

^aDifference in mean scores significant @ $\leq .01$.

TABLE 6.4
Breakdown of On-view Incidents by Department

On-view Incidents^a	High-crime Areas		Low-crime Areas		All Departments
	Inglewood	Rampart	Redondo Beach	Northeast	
Minor Violations	66%	53%	74%	38%	56%
Crimes and Disturbances	33%	47%	26%	62%	44%
Ratio of On-view Crime Stops to On-view Minor Violation Stops	.50	.90	.34	1.63	.80
Number of Incidents Observed	(42)	(77)	(39)	(58)	(216)

^aThese figures include all on-view stops except those for miscellaneous service calls. Crimes and Disturbances include on-view stops for felony violations, field interrogations, and fights. Minor violations include all stops to enforce traffic laws, drunk in public, and other misdemeanors.

TABLE 7.1
Patrolmen's and Supervisors' Attitudes Toward Enforcement of Minor Violations

Those Who Agreed with the Following Statements	High-crime Areas				Low-crime Areas				All Departments	
	Inglewood		Rampart		Redondo Beach		Northeast			
	Patrolmen (%)	Supervisors (%)	Patrolmen (%)	Supervisors (%)	Patrolmen (%)	Supervisors (%)	Patrolmen (%)	Supervisors (%)	Patrolmen (%)	Supervisors (%)
a. If the crime is not very serious and if it is inconvenient or too difficult to enforce the law, it's okay for a patrolman to let it go.	21	17	18	38	27	20	28	29	23	27
b. A person who has broken the law should be arrested or cited since there are very few reasons for not enforcing the law.	32	33	40	35	15	60	35	35	32	39
c. Everybody's behavior should be judged only according to the law; one should not take their background, appearance, culture or age into account when making a decision.	34	17	47	29	35	40	51	65	42	39
Number of Respondents	(62)	(12)	(51)	(17)	(34)	(10)	(51)	(17)	(198)	(56)

TABLE 7.2
Patrolmen's and Supervisors' Evaluations of the Attitude Test

Those Who Agreed with the Following Statement	High-crime Areas				Low-crime Areas				All Departments	
	Inglewood		Rampart		Redondo Beach		Northeast			
	Patrolmen (%)	Supervisors (%)	Patrolmen (%)	Supervisors (%)	Patrolmen (%)	Supervisors (%)	Patrolmen (%)	Supervisors (%)	Patrolmen (%)	Supervisors (%)
a. It is important and right for an officer to take a person's attitude into account in deciding whether or not to enforce the law.	66	36	59	44	62	60	63	59	63	50
b. A patrolman who makes an arrest or issues a citation because of a person's attitude is making a "bad" arrest.	40	67	43	59	53	90	39	82	43	73
c. A person who verbally abuses a police officer when he has been stopped for a violation of the law, who calls him names and challenges his authority, should be arrested.	24	17	32	35	24	20	29	24	27	25
Number of Respondents	(62)	(12)	(51)	(17)	(34)	(10)	(51)	(17)	(198)	(56)

TABLE 7.3
Patrolmen's and Supervisors' Attitudes Toward Order-maintenance Incidents

Those Who Agreed with the Following Statement	High-crime Areas				Low-crime Areas				All Departments	
	Inglewood		Rampart		Redondo Beach		Northeast			
	Patrolmen (%)	Supervisors (%)	Patrolmen (%)	Supervisors (%)	Patrolmen (%)	Supervisors (%)	Patrolmen (%)	Supervisors (%)	Patrolmen (%)	Supervisors (%)
a. If a crime involves a dispute between two people, a fight or a petty theft, it is better to handle it informally by a warning rather than an arrest.	71	50	55	47	44	40	59	35	59	43
b. There are some groups of people (Hippies, Blacks, Mexican-Americans, Oakies, etc.) for whom some types of conduct (for example, assaults, family arguments, carrying knives) are normal even though they may involve crimes, and it is just as well to handle these violations by talking to the people involved, disarming them, etc. rather than making an arrest.	37	33	39	12	38	40	18	12	33	21

c. In 415 disturbances, malicious mischief calls or petty thefts, a patrolman should never urge the victim to file a complaint.	57	67	43	41	50	50	42	41	48	48
d. A good policeman will sometimes make an arrest to keep order even if he knows the charges won't stick.	66	42	67	77	68	90	67	71	67	70
e. A "victim" who is party to a crime or disturbance should probably be ignored by the police and no action need be taken (for example, in the case of a man involved in a fight which he may have helped start who wishes to press charges).	45	8	29	12	41	40	22	18	34	18
Number of Respondents	(62)	(12)	(51)	(17)	(34)	(10)	(51)	(17)	(198)	(56)

TABLE 8.1
Typology of Operational Styles

Selectivity of Enforcement	Aggressiveness on the Street	
	High Aggressiveness	Low Aggressiveness
Selective	Old Style Crime Fighter	Service Style
Non-selective	Clean Beat Crime Fighter	Professional Style

TABLE 8.2
Operational Style by Department

Operational Style:^a	Small Departments		LAPD	
	Inglewood (%)	Redondo Beach (%)	Rampart (%)	Northeast (%)
Old Style Crime Fighters	42	24	20	24
Clean Beat Crime Fighters	32	12	26	28
Professional Style	8	38	29	28
Service Style	18	27	26	22
Number of Respondents	(62)	(34)	(51)	(51)

^aSignificant @ $P \leq .01$

TABLE 8.3
Operational Style by Attitudes Toward Supervision

Attitudes Toward Supervision:	Old Style Crime Fighter	Clean Beat Crime Fighter	Professional Style	Service Style
<i>Punitiveness of Supervision:</i>				
Small Departments	49.29	51.79	51.78	52.45
LAPD*	44.00	46.96	53.17	50.63
<i>Perception of Supervisor's Behavior:</i>				
Small Departments*	46.47	43.30	53.94	47.45
LAPD	52.08	52.00	52.69	54.08
<i>Perceived Limits on Discretion:</i>				
Small Departments	44.62	48.38	49.17	47.55
LAPD**	48.14	54.00	54.38	53.75

*Difference in means significant @ $P \leq .02$

**Difference in means significant @ $P \leq .06$

TABLE 9.1
Patrolmen's Responses to Discretionary Incidents

Type of Incident:	Small Departments		LAPD		All Departments (%)
	Inglewood (%)	Redondo Beach (%)	Rampart (%)	Northeast (%)	
<i>Drunk Driving:*</i>					
Would Arrest	22	35	67	73	49
Would Not Arrest	78	65	33	27	51
Number of Respondents	(59)	(34)	(51)	(51)	(195)
<i>Dispute Between Neighbors:*</i>					
Patrolmen Solved Nothing	21	30	36	50	34
Patrolmen Handled Correctly	55	43	38	29	42
Cover Yourself, Prevent Complaint	3	20	6	13	9
Patrolmen Should Explain Reasons	21	7	20	8	15
Number of Respondents	(62)	(30)	(50)	(48)	(190)
<i>Family Dispute:*</i>					
Arrest Husband	10	3	45	38	25
Get Someone to Leave	46	26	25	20	31
Ignore Dispute ^a	44	71	30	42	44
Number of Respondents	(61)	(34)	(51)	(50)	(196)
<i>Disorderly Juveniles:*</i>					
Arrest Juveniles	30	47	51	70	49
Disperse Juveniles	39	24	33	18	29
Ignore Juveniles	31	29	16	12	22
Number of Respondents	(61)	(34)	(51)	(51)	(197)

*Significant @ P ≤ .01

^aIncludes both those who would handle incident in a perfunctory manner and those who would walk away.

TABLE 9.2
Average Adult Arrest Rates for Selected Misdemeanors, 1972-73
(per 10,000 population)

Arrest Rates:	Small Departments		LAPD	
	Redondo Beach	Inglewood	Northeast	Rampart
Drunk Driving	65.00	54.00	101.00	141.00
Drunk in Public	51.00	51.00	67.00	342.00
Traffic Warrants ^a	77.00	168.00	121.00	197.00
Disturbing the Peace ^b	8.13	1.72	1.98	3.77
Disorderly Conduct ^c	1.96	3.06	2.84	7.20
Misdemeanor Assaults	10.80	8.66	8.40	11.81
Ratio of Felony to Misdemeanor Assaults	.46	1.48	1.63	2.36

^aBased on 1972 figures.

^bThese are violations of Section 415 of the California Penal Code. The section reads: "Every person who maliciously and willfully disturbs the peace or quiet of any neighborhood or person, by loud or unusual noise, or by tumultuous or offensive conduct, or threatening, traducing, quarreling, challenging to fight, or fighting, or who, on the public streets of any unincorporated town, run any horse race, either for wage or amusement, or fire any gun or pistol in such unincorporated town, or use any vulgar, profane, or indecent language within the presence or hearing of women or children, in a loud and boisterous manner, is guilty of a misdemeanor. . . ." Most of these arrests are *citizen arrests*.

^cIncludes violations of Section 647 (c) (d) (e) of the California Penal Code. These refer to begging, loitering about public toilets, and loitering about the streets without reason and failure to reasonably account for one's presence.

SOURCE: Los Angeles Police Department, Statistical Digest, 1972 and 1973; Redondo Beach Police Department; Inglewood Police Department.

TABLE 9.3
Supervisors' Response to Discretionary Incidents

Type of Incident:	Small Departments		LAPD		All Departments (%)
	Inglewood (%)	Redondo Beach (%)	Rampart (%)	Northeast (%)	
<i>Drunk Driving:</i>					
Would Arrest	33	60	89	94	74
Would Not Arrest	67	40	11	6	26
Number of Respondents	(10)	(12)	(18)	(17)	(57)
<i>Dispute between Neighbors:</i>					
Patrolmen Solved Nothing	42	30	61	41	46
Patrolmen Handled Correctly	42	30	11	12	21
Cover Yourself, Prevent Complaint	8	40	17	18	19
Patrolmen Should Explain Reasons	8	0	11	29	14
Number of Respondents	(10)	(12)	(18)	(17)	(57)
<i>Family Dispute:</i>					
Arrest husband	8	20	17	35	21
Get Someone to Leave	17	20	39	12	23
Ignore Dispute ^a	75	60	44	53	56
Number of Respondents	(10)	(12)	(18)	(17)	(57)
<i>Disorderly Juveniles:</i>					
Arrest Juveniles	42	90	50	59	58
Disperse Juveniles	25	0	33	12	19
Ignore Juveniles	33	10	17	29	23
Number of Respondents	(10)	(12)	(18)	(17)	(57)

^aIncludes both those who would handle incident in a perfunctory manner and those who would walk away.

TABLE 9.4
The Drunk Driving Incident

	Small Departments		LAPD	
	Arrest (%)	No Arrest (%)	Arrest (%)	No Arrest (%)
<i>Operational Style:</i>				
Professional Style	33	67 (18)	83	17 (22)
Clean Beat Crime Fighter	25	75 (24)	70	30 (27)
Old Style Crime Fighter	26	74 (34)	73	27 (24)
Service Style	20	80 (20)	50	50 (29)
Number of Respondents		(96)		(102)
<i>Desire for Promotion:</i>				
Wants to Be Supervisor	20	80 (41)	*59	41 (51)
Wants to Be Investigator	25	75 (12)	76	24 (33)
Does Not Want Promotion	33	67 (43)	89	11 (18)
Number of Respondents		(96)		(102)
<i>Perceived Limits on Discretion:</i>				
High	24	76 (41)	82	18 (22)
Moderate	24	76 (33)	56	44 (39)
Low	32	68 (22)	76	24 (41)
Number of Respondents		(96)		(102)

*Significant $P \leq .04$

TABLE 9.5
The Dispute Between Neighbors

	Small Departments		LAPD	
	Agree (%)	Disagree (%)	Agree (%)	Disagree (%)
<i>Operational Style:</i>				
Professional Style	*50	50 (18)	28	72 (29)
Clean Beat Crime Fighter	79	21 (24)	30	70 (27)
Old Style Crime Fighter	58	42 (33)	46	54 (22)
Service Style	30	70 (20)	38	62 (24)
Number of Respondents		(95)		(102)
<i>Aggressiveness:</i>				
High	*75	25 (36)	*44	56 (32)
Moderate	50	50 (34)	28	72 (32)
Low	36	64 (25)	32	68 (38)
Number of Respondents		(95)		(102)

*Significant @ $P \leq .02$

TABLE 9.6
The Family Dispute

	Small Departments			LAPD		
	Arrest (%)	Disperse (%)	Ignore (%)	Arrest (%)	Disperse (%)	Ignore (%)
<i>Years of Experience:</i>						
Less than 1 year	13	57	30 (23)	25	50	25 (4)
2 to 4 Years	2	37	61 (41)	36	29	36 (45)
5 Years or More	10	29	61 (31)	48	15	37 (52)
Number of Respondents			(95)			(101)
<i>Desire For Promotion:</i>						
Wants to Be Supervisor	10	38	53 (40)	*30	38	32 (50)
Wants to Be Investigator	0	42	58 (12)	49	6	45 (33)
Does Not Want Promotion	7	40	54 (43)	61	11	28 (18)
Number of Respondents			(95)			(101)
<i>Perceived Limits on Discretion:</i>						
High	8	50	43 (40)	33	19	48 (21)
Moderate	9	30	61 (33)	39	26	36 (39)
Low	5	32	64 (22)	49	22	29 (41)
Number of Respondents			(95)			(101)

*Significant @ $P \leq .004$

TABLE 9.7
The Disorderly Juveniles

	Small Departments			LAPD		
	Arrest (%)	Disperse (%)	Ignore (%)	Arrest (%)	Disperse (%)	Ignore (%)
<i>Operational Style:</i>						
Professional Style	45	22	23 (18)	55	21	24 (29)
Clean Beat Crime Fighter	33	42	25 (24)	70	26	4 (29)
Old Style Crime Fighter	30	37	33 (33)	68	23	9 (22)
Service Style	40	30	30 (18)	50	33	17 (24)
Number of Respondents			(95)			(102)
<i>Years of Experience:</i>						
1 year or less	35	44	22 (23)	50	50	0 (4)
2 to 4 years	43	33	25 (40)	57	24	20 (46)
5 years or more	28	28	44 (32)	65	25	10 (52)
Number of Respondents			(95)			(102)
<i>Desire For Promotion:</i>						
Wants Promotion	40	35	25 (52)	56	29	15 (84)
Does Not Want Promotion	30	33	37 (43)	83	11	6 (18)
Number of Respondents			(95)			(102)
<i>Perceived Limits on Discretion:</i>						
High	35	38	28 (40)	64	23	14 (24)
Moderate	27	30	43 (33)	69	13	18 (39)
Low	50	32	18 (22)	51	39	8 (41)
Number of Respondents			(95)			(101)

TABLE A.1

I. Aggressiveness Scale		Reliability = .72	
Item	Loading	Similarity	
In some neighborhoods, one must rigorously enforce all laws just to maintain order and prevent crimes.	.54	66	
The police are justified in regarding a Negro and/or Mexican-American juvenile as a person who needs to be watched more than others.	.48	66	
In some neighborhoods, physical combat skills and an aggressive bearing will be more useful to a patrolman on the beat than a courteous manner.	.47	56	
A good patrolman is one who aggressively patrols his beat, stopping a number of cars, checking out people, running warrant checks on vehicles that look suspicious, and so forth.	.46	63	
In order to prevent crimes and apprehend felons, the police are sometimes required to violate search and seizure laws and other procedural safeguards.	.45	67	
In some neighborhoods, the prevention of crime requires that patrolmen stop people walking down the street, especially juveniles, and ask them where they are going and what they are doing.	.44	68	
A person who verbally abuses a police officer when he has been stopped for a violation of the law, who calls him names and challenges his authority, should be arrested.	.44	63	
A patrolman who makes an arrest or issues a citation because of a person's attitude is making a "bad" arrest.	-.42	58	
It is important and right for an officer to take a person's attitude into account in deciding whether or not to enforce the law.	.40	61	
Preservation of the peace requires that the police use their authority to order people to "move along" or "break it up" even though no law is being violated.	.40	69	
II. Selectiveness of Law Enforcement Scale		Reliability = .55	
Item	Loading	Similarity	
A patrolman should not make a lot of arrests for minor violations (such as drunks) or issue a lot of citations for minor traffic violations.	.61	61	

A really effective patrolman is one who patrols for serious felony violations rather than stopping people for minor traffic violations and other misdemeanors.	.52	62
It's a waste of time and takes away from more important things to arrest someone for possession of two or three marijuana cigarettes.	.49	63

III. Perceived Limits on Discretion Scale

Reliability = .77

Item	Loading	Similarity
In general, in this department there are very few supervisors who believe in letting patrolmen make their own decisions.	.63	91
A patrolman will usually get along better on the job with his supervisors if he doesn't go looking for situations requiring police attention, but handles such situations as they arise.	.62	90
The field supervisors act as if their only job is to enforce the rules and regulations of this department.	.61	86
In general, field supervisors in this department are more interested in enforcing petty rules about dress, hair length, and whether or not you wear your hat when you get out of the car or whether you are a few minutes late to work, than the sort of job patrolmen do.	.59	86
Patrolmen who are always out looking for situations requiring police attention are the ones who usually get into trouble with their supervisors.	.54	83
Patrolmen often fail to take necessary police action due to a feeling that supervisors will disapprove of their actions.	.49	91
The department allows patrolmen more than enough discretion in making arrests, issuing citations, or making tactical decisions.	-.48	91

IV. Perception of Supervisors' Behavior Scale

Reliability = .65

Item	Loading	Similarity
How often do the field supervisors in this department drive by and observe you while you are on a call?	.69	51
How often do the field supervisors actually intervene in a call or situation which you are handling?	.69	51

V. Punitiveness of Supervision Scale**Reliability = .51**

Item	Loading	Similarity
Patrolmen are <i>frequently</i> found guilty of violating departmental rules and procedures and are consequently penalized severely.	.54	79
The department expects supervisors to deal with their patrolmen in a very strict manner.	.49	83
The main method used by supervisors to keep their men working properly is that of punishment for what they consider ineffective performance.	.47	82

TABLE E.1

Evaluation of Local Law Enforcement Agencies by Race, 1970-82
(in percent)

Year	Total	Black	White	Black-White Difference ^a
<i>1970</i>				
Positive	64	43	67	
Negative	33	50	31	19
<i>1973</i>				
Positive	58	36	62	
Negative	39	60	39	21
<i>1978</i>				
Positive	55	42	58	
Negative	42	54	39	15
<i>1981</i>				
Positive	62	52	65	
Negative	37	48	34	14
<i>1982</i>				
Positive	62	54	64	
Negative	37	43	35	8

SOURCE: Louis Harris, *The Harris Survey*, "Confidence in Law Enforcement Officials" (February 26, 1981); "Public Attitudes Toward Crime and Law Enforcement" (May 24, 1982). The same question was asked each year: "How would you rate the job done by law enforcement officials on the local level—excellent, pretty good, only fair, or poor?" Positive evaluations are those responding excellent or pretty good; negative evaluations are those responding only fair or poor.

^aBetween percent of blacks and whites expressing negative evaluations.

TABLE E.2
*Black and Hispanic Police Officers by Department
 (in percent)*

	Black	Hispanic	Total	Black Chief	Black Mayor
Nationwide (910 Cities)	13.5	4.5	18		
Cities: over 1,000,000					
Detroit	48.7	1.2	49.9	Yes	Yes
Chicago	22.4	5.8	28.2	Yes	Yes
Philadelphia	17.0	0.6	17.6	Yes	Yes
Houston	13.4	10.7	24.1	Yes	
New York City	10.6	10.3	20.9	Yes	
Los Angeles	11.7	16.8	28.5		Yes
Cities: 500,000–1,000,000	28.1	4.9	33.0		
Washington, D.C.	54.0	2.3	56.3	Yes	Yes
Indianapolis	13.9	0.0	13.9		
Dallas	9.4	5.1	14.5		
San Francisco	8.5	10.0	18.5		
San Diego	6.8	10.3	17.1		
Denver	6.0	13.0	19.0		
Cities: 250,000–499,999	11.6	9.3	20.9		
Atlanta	47.2	n.a.	47.2	Yes	Yes
Newark	30.6	6.2	36.8	Yes	Yes
Oakland	23.9	9.5	33.3	Yes	Yes
Kansas City	10.8	1.6	12.4		
Buffalo	11.4	3.7	15.1		