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A Study on the Improvement of the Remuneration System of Korean POLICE

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Abstract

The remuneration of police is the monetary reward paid by the government for police officials' service in office. The basic form of the remuneration system consists largely of additional allowances on the basis of basic pay. Police are a state-run agency that conducts the most basic and important tasks of protecting the lives, bodies and property of the people and maintaining the public peace. In reality, however, the police are not paid enough to meet the responsibilities and difficulty of the job, and even in light of the job characteristics, they are paid less than general service and public security officials with lower responsibilities and difficulty than the police. As a result, discussions on improving the police's remuneration system have been made in many preceding studies, but the reflection on this is insufficient.

A prior study on police remuneration generally points to problems in the current police remuneration system, and argues for improvements. Therefore, through a previous studies review, I suggested the enactment of the independent police remuneration law and the improvement of police personnel management.

This independent remuneration law should reflect the special nature of police officers, and should also require the readjustment of relevant laws. The Act is also considered reasonable in that it can minimize resistance from members of the organization to operate with the addition of position classification elements while maintaining the existing remuneration systems of rank classification.

In order to improve the ultimate remuneration system, it is thought that the government should adjust the number of ranks of police, improve the evaluation of performance of service for the linkage with the evaluation of performance of service, improve the promotion system for the linkage with the promotion system, and reform the field-oriented workforce. Therefore, if the overall improvement of the police personnel management system is realized, it will be able to increase police morale. The promotion of police morale could lead to an increase in the benefit of people.

[Keywords] ***Police, Remuneration, Promotion, Personnel Management, Police Morale***

1. Introduction

Police are a state-run agency that conducts the most basic and important tasks of protecting the lives, bodies and property of the people and maintaining the public peace.

Police in charge of these important tasks should be paid commensurate with the special nature of their duties as public official in special service, such as the responsibilities, difficulty and urgency of the job.

In reality, however, the police are not paid enough to meet the responsibilities and difficulty of the job, and even in light of the job characteristics, they are paid less than general service and public security officials with lower responsibilities and difficulty than the police.

The issue of police remuneration, which is different from other public officials, may be an area of great interest to the public, and it is also obvious that the pay has a huge impact on the morale of the members of the organization.

However, it is true that various police allowances have been raised a lot recently to reflect the realisation of salaries, but this allowance is still insufficient because they do not reflect the difficulty or characteristics of the job but make up for the lack of salaries[1].

As a result, discussions on improving the police's remuneration system have been made in many preceding studies, but the reflection on this is insufficient. The fact that the police's remuneration system is not improving despite much debate for a long time may be because public consensus on the need to improve the remuneration system should come first.

Since public officials' remuneration is likely to be separated from market wages and are greatly influenced by public opinion or political influence, one cannot help but consider the trust and support of outside stakeholders such as the people or the National Assembly. The police's remuneration system should first convince the public why and how it should be improved, as their remuneration is paid through the people's tax-based budget.

Therefore, in this study, I will review previous studies to draw up measures to improve the police's remuneration system. Through a previous studies review, I will suggest the enactment of the independent police remuneration law and the improvement of police personnel management.

2. Current Police Remuneration System

2.1. Importance of police remuneration

The remuneration is the monetary reward paid by the government for public officials' service in office. The basic form of the remuneration system consists largely of an additional allowances on the basis of basic pay[2].

The remuneration of police officials is subject to the Public Officials Remuneration Regulations. The Public Officials Remuneration Regulations define remuneration as follows.

First the remuneration means the aggregated amount of salary and various kinds of other allowances. Provided, that in cases of public officials subject to application of the annual salary system, it means the aggregated amount of annual salary and various kinds of other allowances. And the salary means a basic wage paid by job responsibility based on the degree of difficulty and responsibility of duties, or a basic wage paid by job class(including class of duties or positions) or by salary grade based on the degree of difficulty and responsibility of duties, term of office, etc. Finally, the allowance means an additional wage paid based on working conditions, living conditions, etc[3].

Such remuneration has both the nature of the Countervailing Benefit for the work force of public officials and the nature of the guaranteeing a standard of living of public officials[4].

These police officers' remuneration has a very important meaning because it is closely related to the morale and administrative efficiency of police officers. It is also directly linked to corruption issues. Therefore article 46 of the State Public Officials Act stipulates the Principles of Determination on Remuneration.

The remuneration of public officials shall be determined by rank, by position or by class of duty so as to be adapted to the complexity of duties and the degree of responsibility. Provided, that the remuneration for the Public officials engaging in duties, the complexity and responsibility of which are considerably specialized, or in duties for which the filling any vacancy is difficult may be determined separately. Also The remuneration of public officials shall be determined by taking into consideration the standard living cost of the general public, price levels and other circumstances, and efforts shall be made to maintain appropriate balance with private enterprise wages. And the remuneration of public officials shall be balanced among those in

career service, and between those in career service and those in non-career service[5].

However, it is pointed out that the special nature of the job is not being considered in the case of police officers who are equivalent to public official in special service.

2.2. Analysis of previous studies

A prior study on police remuneration generally points to problems in the current police remuneration system, and argues for improvements.

First, Han SA(2004) presented the current status and problems of the police officers' remuneration system and rational improvement measures in the study on rationalization of police compensation system. Specifically, this study proposed the designation of a level of remuneration reflecting the special nature of police work and mitigation of promotion status through improvement of manpower structure, introduction of an annual salary system based on work ability, actualization of allowances and activity expenses, improvement of the performance appraisal system and establishment of an independent remuneration system[1].

In addition, Park KH(2010) argued for ways to make police remuneration a reality by comparing and analyzing the remuneration system of police, general and public security officials. Research has shown that the government claims that raising the level of remuneration to the level of public security officials, alleviating the status quo of promotion, and preparing the police's own regulations for remuneration[6]. The research by Kim YK & Ji KW(2010) also suggested measures to improve the police's remuneration system, which reflects their job characteristics. This paper suggests that government should establish external pay equity through adjustment to the market, internal pay equity through proper wages based on evaluation and merit pay, complementary internal pay equity by reset allowance, and launch an autonomous police pay table[7].

In J ER(2019)' study, he analyzed the current police officers remuneration system and examined problems in the police officers remuneration system, such as the basic salary lacking external fairness and the lack of internal fairness and the lack of regulations according to the level of rank, and suggested reasonable improvement measures for them[8].

Also Y YH(2005)' study was to investigate the factors to be considered in determining the police official's salary, and pointed out the problems of present salary system. As to the main problems, there were non-reflection of specificity in police service, poor salary level compared with the other group officials relatively, and unrealistic business promotion fund, etc. For the improvement, it needs to reflect the job characteristics different from the other officials on the salary level[9].

These previous studies point to problems in the police's remuneration system, suggesting various improvements and emphasizing the need for an independent remuneration system. However, it does not even provide details of its own remuneration law. Therefore, below, I will look at the main contents of the independent remuneration law to be included.

3. The Direction of Improvement of Police Remuneration System

3.1. Enactment of an independent remuneration law

It is thought that the ultimate way to improve the remuneration system is to enact the police's own remuneration law. It would be self-evident that such enacted remuneration law should reflect the job characteristics of the police.

In particular, a remuneration system should be established in consideration of the fact that police are suffering side effects from personal and family life due to night and holidays unlike other public security officials, and that few public security officials have a 24-hour working system except for correctional officials. And risks will have to be

reflected in the base salary, and integration of existing allowances will have to be made.

However, the independent remuneration law should reflect the job characteristics in detail, rather than simply having a higher level of remuneration than other public officials' pay levels, and the people should be able to understand such a system. Otherwise, the issue of equity with other government officials' organizations could be raised.

For this to happen, it should be a bill that reflects a remuneration system with position classification system added. In other words, measures such as sorting out police positions in advance and calculating appropriate levels of remuneration should be taken first.

This approach will be possible in a variety of ways. This approach may serve as a clear basis for improving the remuneration system, but it has the disadvantages of requiring additional budget and manpower. A way to resolve this in a positive direction is to link it to the existing evaluation of performance of service, and promotion system.

3.2. Improvement of evaluation of performance of service

Article 7 of the current Regulations for Promotion and Employment of Police Officers stipulates that police officers under the Senior Superintendent must grade their evaluation of performance of service every year, and that the results of their evaluation of performance of service should be reflected in personnel management, including promotion[10].

If the assessment factors of the current evaluation of performance of service reflect factors that may affect remuneration, such as job difficulty, through task analysis, the two issues of evaluation of performance of service and decision of remuneration will be carried out as a single procedure. The additional of these position classification elements should be carried out in such a way that the current remuneration system based on the rank classification can be maintained while reflecting the work capability.

3.3. Improvement of promotion system

Promotion means moving from a lower rank or class to a higher rank or class[11]. And the promotion and personnel actions for a police official from among police officials with an immediate lower rank shall be made through the evaluation of performance of service, work experience and verification of other capabilities.

A promotion to a Superintendent General or a lower rank shall be based on the results of a promotion examination: Provided, That a promotion examination may be concurrently conducted for a promotion to a Superintendent or a lower rank according to the ratio prescribed by Presidential Decree[12].

Also, linking them to the promotion system should be considered. Many preceding studies cite the need to improve the promotion system in order to improve the police's remuneration system.

In particular, in the case of police officers, the ratio of the aforementioned evaluation of performance of service to the promotion examination should be increased, rather than the easing of the requirements for Promotion for Continuous Service.

And if the government moves toward increasing the objective evaluation ratio rather than subjective evaluation, it will be an opportunity to actively utilize the evaluation measures for job competency designed to improve the remuneration system.

In addition, it could be a measure to prepare a structure for receiving higher remuneration, even if the evaluation of performance of service score does not lead to a promotion for the superior in order to reduce the disadvantage of remuneration due to the promotion congestion.

3.4. Adjustment of the police ranks

The current class structure of police officers consists of 11 levels, differentiating them from those of general service with nine levels.

Many prior studies claim that this class-level discrepancy has a negative impact on the realization of the police remuneration system. Therefore, within the independent

police remuneration law, the police's hierarchy should be reduced so that they can be paid commensurate with the rank of general service officials and corresponding remuneration.

3.5. Reorganization of field-critical personnel

The expected problems with operating these systems will be the phenomenon of high-paying department preferences and the phenomenon of avoiding specific departments.

This should be done in a way that mitigates the problem through field personnel reorganization. First of all, the relocation of police personnel should be expanded to include functions such as investigation, criminal investigation, and public safety, which often come into contact with the public, so that the number of police personnel will be increased based on the site.

In the case of internal police officers, the ratio of existing police officers should be gradually reduced and the personnel changes should be replaced by general service officials to promote flexibility in personnel management. However, in the concrete part, further discussion is considered necessary.

4. Conclusion

Police are a state-run agency that conducts the most basic and important tasks of protecting the lives, bodies and property of the people and maintaining the public peace. Police in charge of these important tasks should be paid commensurate with the special nature of their duties as public official in special service, such as the responsibilities, difficulty and urgency of the job. In reality, however, the police are not paid enough to meet the responsibilities and difficulty of the job.

Therefore, the study made policy suggestions for the realization of the remuneration system of police officials. The most important way to improve is to enact an independent remuneration law.

This independent remuneration law should reflect the special nature of police officers, and should also require the readjustment of relevant laws. The Act is also considered reasonable in that it can minimize resistance from members of the organization to operate with the addition of position classification elements while maintaining the existing remuneration systems of rank classification.

In order to improve the ultimate remuneration system, it is thought that the government should adjust the number of ranks of police, improve the evaluation of performance of service for the linkage with the evaluation of performance of service, improve the promotion system for the linkage with the promotion system, and reform the field-oriented workforce.

In addition, the concept of social overhead capital could be further considered. Enabling the inclusion of police remuneration as social overhead capital would make it easier to draw up policy measures for prior discussions.

Therefore, if the overall improvement of the police personnel management system is realized, it will be able to increase police morale. The promotion of police morale could lead to an increase in the benefit of people. I hope that detailed measures will be made through follow-up research.

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Research on Reinforcing POLICE English Proficiency based on IoT convergence Learning Contents

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Abstract

Purpose; This study focuses on the establishment of an IoT convergence-based police communication skills improvement system for improving police English proficiency. As the number of foreign visitors to Korea increases, the police work environment in Korea also needs to change accordingly. To this end, this study examines the English proficiency that police officers need in the course of their work, and suggests an appropriate English proficiency improvement system and English education improvement plan to improve English proficiency, which is essential for police officers in their working environment.

Police officer candidates invest a lot of time and effort to improve their English proficiency to pass the police recruitment test. After the appointment, there are many cases where the working environment cannot be handled without the support of foreign affairs due to the failure to use proper English. Although English tests are being conducted to evaluate candidates' English proficiency in the recruitment process of Korean police officers, the type of test currently being conducted is solely focused on the calculation of successful candidates through discrimination of English scores. However, high scores on the police English test do not verify the English proficiency required in a real work environment. As a result, the effectiveness of English proficiency has been questioned in the police officer's performance.

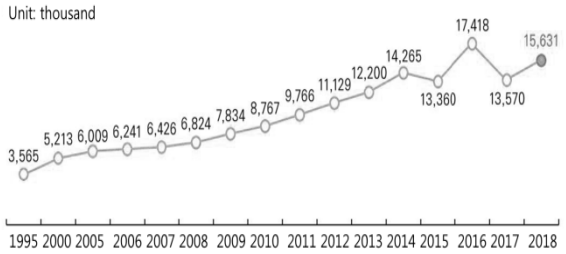
Unlike in the past, the number of foreigners visiting Korea for a short time or long-term stays steadily is increasing and the situation where frontline police officers, such as foreigner-related complaints and incidents have to be carried out by the police work directly against foreigners, is also increasing. In order to solve such complex problems, a system for improving and evaluating English proficiency of front-line police officers is needed. To this end, this study suggests IoT-based convergence police English proficiency improvement contents.

[Keywords] ***Policing, EGP, VR Contents, Police Occupational English, English Test Efficiency***

1. Introduction

Efforts to select and cultivate police personnel suitable for the age of internationalization have continued, and English tests for recruiting police officers are changing in order to obtain better results. Currently, more than 2 million long-term foreign residents reside in Korea[1]. In addition, the number of foreigners visiting Korea for tourism purposes or short-term stays is approximately close to 15 million, so there is a difficulty for police officers to perform additional tasks for foreigners in addition to their tasks for Koreans. For this reason, the foreign language ability of police officers is increasingly required as an important task performance ability, so proper foreign language ability improvement program is necessary for the smooth execution of police officers' duties. <Figure 1> shows the foreign arrivals from 1995 to 2018.

Figure 1. Changes in foreign arrivals[2].



Currently, the language chosen for the foreign language examination in police recruiting test is the English language[3]. Among the various kinds of foreign languages, the most commonly used language is English, which serves as a kind of international language[4]. English is a representative language used by foreigners with various nationalities and different native languages to communicate. There can be no doubt that French, German, and Spanish may be used for international communication depending on local characteristics.

However, training police personnel to speak all these languages is not practically suitable, so focusing on the English proficiency education that is representative and focusing on improving English proficiency of police officers will have a favorable result in the age of internationalization. Therefore, it would be desirable to develop a program to strengthen the work utilization of the current English tests of police officers and to improve the English proficiency of frontline police officers to fit in their globalized work environment[5].

2. Theoretical Background

2.1. Police officer appointment and promotion English test type

The English language examination for Korean police officers is designed to fit the same standards as other test subjects. The test design criteria are based on questions designed to allow anyone with universal education to take the police recruiting test[6]. Currently, such a test is recognized as a method of confirming the candidate's fragmentary knowledge.

Therefore, it is considered that there is a need for gradual improvement in the form of test forms that can examine the candidate's expertise and comprehensive thinking. This is because the police officer's English test, which is currently being conducted, did not properly evaluate the English proficiency required in the actual work environment resulting in checking only on the candidate's English score. In order to remedy these problems, discussions are being made on English language tests that can replace current tests.

2.2. Necessity of change in English test type and pattern

In order to be suitable and practical as a recruitment examination in both cultural and professional fields, an analysis of which areas and basic knowledge is required for applicants who want to become police officers should be preceded[7]. In the police civil service examination, there are ongoing discussions about applying a new type of English proficiency certification system to English language subjects[8]. The types of tests mentioned as the new type of English proficiency certification system are internationally recognized English tests such as TOEIC and TOEFL, and they are discussed as representative test systems that can replace the existing English subjects.

In the case of TOEIC, it is used for employment or promotion of general companies, admission to higher education institutions, or graduation certification system. In the case of TOEFL, it is mainly used as a certification tool for overseas employment or extension of study in higher educational institute. These accredited certification English exams are designed to meet the international reputation of the candidates in a variety of comprehensive English proficiency assessment, it can be considered as an alternative to the national police English test in Korea.

2.3. Limitations of the international certified English test

As mentioned earlier, certified English exams such as TOEIC and TOEFL are designed to test candidates' comprehensive thinking skills, which can be a good alternative to

existing English test for civil service officials. The test includes a variety of items that assess the overall ability of reading, listening, speaking, and writing, which can be used as a criterion for the assessment of English proficiency. However, even though it is a test question by good intention and design model, there is a phenomenon that is considered as a test of univariate score in Korea. This is because the mutual understanding between the applicants and the education system coincide just to focus on the improvement of test score, not the improvement of the English proficiency itself[9].

As a result, people who have studied English to obtain TOEIC or TOEFL scores in Korea may have a significantly lower level of English proficiency than their test scores. Even so, the usefulness of an accredited certification test cannot be completely denied. Therefore, it is necessary to find a way to improve English proficiency, which is relatively low compared to the test score, by preparing supplementary measures to compensate for the shortcomings of the Korean test culture.

3. Characteristics of TOEIC

The TOEIC test, which is being discussed as an alternative to the current Korea police English test, is a test for people who are not native speakers of English, focusing on communication skills that are inherent in the language and evaluating practical English skills necessary for everyday life or international affairs. Since its development in 1979 by the Educational Testing Service(ETS), it has been widely used by 14,000 institutions in 150 countries around the world for the purpose of promotion or recruitment of overseas dispatches. Nowadays, more than seven million people take the test every year. The TOEIC test is based on questions that are often used in everyday life and business situations. The test standard and the range of questions for the TOEIC test are as follows in <Table 1>.

Table 1. Scope and standard of TOEIC[10].

Scope of question	Examination standard
Professional business Manufacture Finance and Budget Development office Human resources Housing / Corporate Real Estate Travel	Avoid any vocabulary, grammar, or idiom specific to American English. Avoid situations that are specific to a particular culture or may be unfamiliar to candidates in some cultures. Evenly name people from different countries. Avoid situations that are specific to a particular career area. Be careful to avoid biases in different cultures and genders. In the listening assessment, the pronunciation and accents of various countries(USA, UK, Canada, Australia, New Zealand) are presented.

As it can be seen from <Table 1>, TOEIC focuses on practical English in everyday life. In the case of police occupational English, job linkage should not be overlooked because there is a need for special communication skill and vocabulary used in the course of police work as well as daily life.

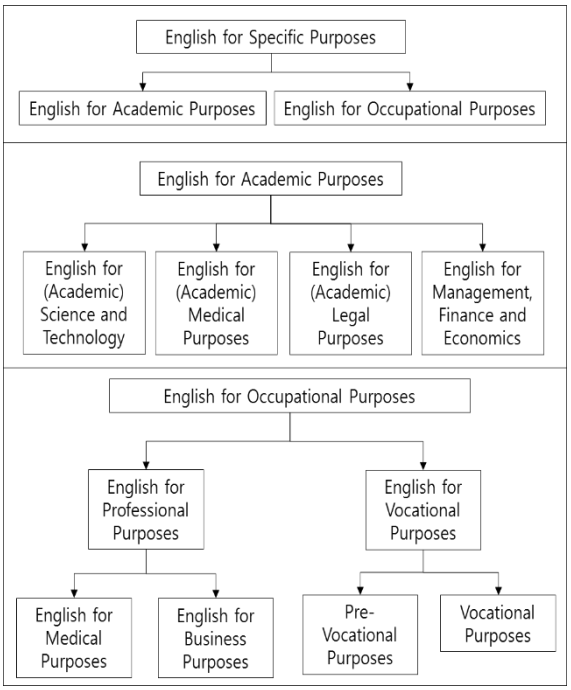
4. Applying VR in ESP Learning

4.1. VR based ESP learning

The most effective way of acquiring any kinds of languages is the constant exposure and use of the target language. Even if the applicants have been studying English for a long

time to take the exam for police officers, they will not develop their language sense or fluency if they do not hear, speak, or write the language directly. The main purpose of foreign language learning is to use the language practically, and educational methods that utilize VR or AR as an aid to derive such results are gradually expanding. This is a way to increase the familiarity of the target language, which can dramatically increase the chance of using the targeted foreign language within the native environment where English exposure is limited. ESP(English for Specific purpose) was developed to improve the satisfaction of job English and the English ability of the learners by reflecting special social needs and demands in the curriculum. ESP can be divided into English for Academic Purposes(EAP) and English for Occupational Purposes(EOP), which are further subdivided into subcategories. The subsections of the ESP are shown in <Figure 2>.

Figure 2. ESP classification and subcategory[11].



English used by frontline police officers in the field of work falls under the category of English for Vocational Purposes(EVP), which is a subcategory of the EOP, but is also included in the category of English for Professional Purposes(EPP).

4.2. Necessity of police occupational English learning VR contents

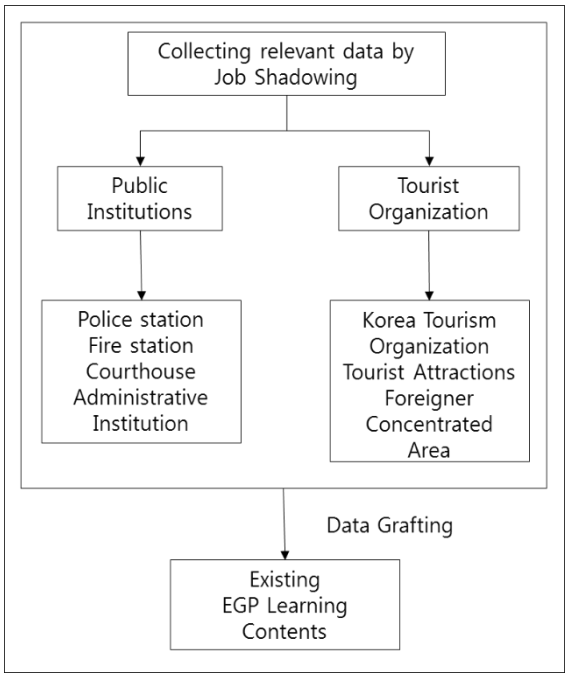
The basic function of any given language is to communicate with each other, and every language in the world is based on the same fundamentals. The main purpose of the language is to be used as a key tool for communication between people in the course of daily life. Depending on the specificity of the person who speaks the language, there may be slight differences in the vocabulary and context used to achieve the intended purpose of communication. With this in mind, various studies on special purpose foreign language education and teaching methodology are being conducted. In case of policing environment, police officers often have to use special terms for crime, law, injury, prevention, security etc. It is often difficult to understand the contents without sufficient background knowledge. In the current situation of dealing with foreigners more and more, domestic police officers and candidates need practical English education to solve communication problems with foreigners that may arise in the course of their working environment[12].

The development of VR contents to supplement environmental constraints, such as low exposure time and limited chance to use the target language in real situation, will contribute significantly to improving police English proficiency. Since English education required by common police officers is mainly EVP, language training through the activation of discourse practice contents using VR technology will have a significant impact on job ability improvement related with foreign language.

4.3. Developing VR contents for police occupational English

It is essential that police job English focus on developing discourse-oriented learning contents related to public field, tourism, law and safety etc. In the content development process, a method should be prepared by collecting the discourse content used in the relevant area through job shadowing of the relevant area, making it into VR police English learning content, and applying it to practical learning as shown in <Figure 3>.

Figure 3. Police English learning VR contents diagram.



Since EGP(English for General Purposes) learning contents have been developed and used in various ways, it is relatively easy to produce customized contents by incorporating discourse contents suitable for police job English into the basic framework of EGP contents.

5. Conclusion

This study focused on the necessity and the proper method of police English proficiency improvement contents to develop and improve police English proficiency. In addition, this study examined the English proficiency that police officers need in the course of their work and suggested the appropriate job English proficiency development contents development plan for English fluency required for improving the English proficiency of police officers.

At present, there are not many in-depth studies on police occupational English education, and adequate analysis on the development or operation of the curriculum is not sufficient enough. Therefore, it is considered that quantitative and qualitative research on the police occupational English is necessary and the needs of the job organization should be fully reflected. In line with the trend of the globalization era, a related research should be made to prepare a framework of basic data on the study of police occupational English and the direction of education and to provide a broader view to strengthen the overall working ability of Korea police force.

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Study on Cause and Countermeasure to SOCIAL MISFITS of Children from Multicultural Family

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Abstract

Since the number of members who have a variety of langue and cultural backgrounds due to the expansion of exchanges between countries and cultures recently is increased, the Korean society changes to a multicultural society rapidly and the number of multicultural families is increasing. As the Korean society enters into the multicultural society, the number of multicultural background learners with various language and cultural backgrounds is swiftly increasing at school, a problem of Korean education for them is raised as a current issue and the phenomenon of not adjusting school life because of failure of communication, low school performance, identity crisis, and school violence problems, is increasing as well. Recently, efforts to cultivate social adaptability of children from multicultural family through establishments of language education policy, education for understanding multiculture and multicultural alternative school. Yet, children from multicultural family are suffering from adaptation to school and to social lives. To cultivate their social adaptability, their self-esteem and identity should be established. Moreover, broader bond of sympathy to support language and multicultural education should be formed in a community level, and various supports and policies at a social level should be prepared based on the bond.

This study aims at exploring measures to have children from multicultural family obtain a sense of belonging and identity in school and social lives in South Korea and adapt successfully to the community. Therefore, causes of social misfit of children from multicultural family are classified into intrinsic aspects – damaged self-esteem and self-identity confusion and Korean exclusiveness – and extrinsic aspects - academic underachievement and school life misfit from lacking communication capability, economic difficulty, insufficiency of active multiculture education policy and school violence – and are observed.

As countermeasures to social misfit of children from multicultural family, bilingual culture education, Korean language education and multicultural education programs in educational aspects, and active response by the police, preparation of institutional measures to prevent crimes, various development and reinforcement of socio-cultural programs and institutional solutions to solve economic difficulty in social aspects are suggested.

[Keywords] ***Police Response, Crime Prevention, Social Misfit, Social Adaptability, Self-Esteem***

1. Introduction

Children from multicultural family consists of children from international marriage and foreign families. Children from international marriage have only one of their parents foreigner and children from foreign family have their both parents foreigners[1]. As Korean society has entered into a multicultural society, the number of children from multicultural family with various linguistic·cultural backgrounds radically increased. As the children have grown to school age and start their school lives, rate of learners from multicultural family has increased in every school, referring to the rates since 2012[2]. As the number of children from multicultural family increases,

their consequences of social misfit not only to school but also to society has also increased due to problems such as deficiency and severance of their Korean communication capability, academic underachievement, identity confusion and school violence. Likewise, voices of concern on the social misfit of children from multicultural family, who would be a part of our society members.

Hence, this study aims at exploring measures for children from multicultural family to acquire a sense of belonging and self-identity for their successful social adaptation as a member of Korean society. Causes of their social misfit are separately observed into intrinsic and extrinsic aspects, and relevant countermeasures are to be proposed in terms of education and society.

2. Status of Multicultural Background Learners and Actual School Maladjustment Condition

The preceding research conducted in China and Korea on the same topic is organized in table 1.According to the research result of '2017 Basic Education Statistics' which researched on schools, teachers, and facility status of kindergarten, elementary, middle, and higher education institutions by the Ministry of Education and Korea Education Development Institution, the rate of multicultural background learners was 1.9% in the whole elementary, middle, and high school students which was 0.2%p increased compared to the previous year. The rate of multicultural background learners of each school level was 3.1% which was 0.3% and the greatest increase at elementary school, 1.2% which was 0.2% increase at middle school and 0.6% which was the same as the previous year at high school.

The number of multicultural background learners was 109,387 which was 10,201 (10.3%) increase and the number for each school level was increased 8,761(11.8%) at elementary school, 865(5.7%) at middle school, 518(5.3%) at high school, and 57(17.9%) at other schools compared to the previous year. In the number for each type, the internationally married families(Korea born) were 89,314(81.6%) which was the greatest, the foreign families was 12,281(11.2%), and internationally married families(came to Korea in the middle) were7,792(7.1%)

According to '2015 National Multicultural Family Status(announced in April 26, 2016)' which the Ministry of Women and Family announced, 89.8% among the total schoolers responded that they were well adjusted and in the reason that they could not adjust well(duplicated answer), 64.7% responded that they did not get along with friends which was the greatest, not interested in school study was 45.5%, not speaking Korean well was 25.5%, lack of parents' interests or economic support was 10.9%, appearance was 7.7%, discrimination of teachers was 2.5%, and other was 5.3%[3].

And in reasons that they quit schools in Korea, school life and culture were different(18.3%), school study was difficult(18.0%), transfer and preparing to study at overseas(15.3%), to make money(14.4%), poor economic situation(just did not want to go to school)(11.1%), and other was 7.4%. It can be said that we should urgently expand the multicultural education at school efficiently most of all to make them not to experience difficulties after becoming members of Korean society and a part of it.

3. Causes of Social Misfit of Children from Multicultural Family

Children from multicultural family are suffering from various challenges for their adaptation to Korean society. This chapter would examine the causes of their social misfits into two sections: intrinsic and extrinsic causes. Damaged self-esteem, self-identity confusion and Korean exclusiveness are the intrinsic causes and academic underachievement and school life misfit because of insufficient communication ability, economic difficulty, inadequacy in active multiculture education policy and school violence are the extrinsic causes.

3.1. Intrinsic factor

3.1.1. Damaged self-esteem and self-identity confusion

Children from multicultural family experience Korean school education and social activities and cross-cultural home training simultaneously,

and encounter a confusion for their self-identity development. 'Identity' is an intrinsic trait of a being that differentiates itself or is unique. Identity is a feature which includes personality, preference, value, competence, spirit, life, race, ethnicity, sex and religion and is frequently established through comparisons with others. If a foreign parent without adequate understanding and adaptation to Korean culture and language unilaterally forces own identity to children from multicultural family, the children falls into various challenges. It is inevitable to face confusion if they learn the language and culture of their parents and Korean culture and language at the same time. Such identity confusion negatively influence on building personal relationships, and concerns of self-downing arises as they may be teased, lose confidence and get their self-esteem lowered and damaged. The existence of an alien culture in a household may induce conflicts and the stress from the pain and tension make the children from multicultural family unstable. Furthermore, as they even suffer from chaos in views of their value and country, social misadaptation occurs.

Damaging self-esteem and having self-identity confused may lead to disobedience to parents and results in an inadequate relationship between parents and children or in being a victim of school violence. Moreover, the children becomes more passive in personal relationships which social lives essentially require and concerns of social misfit directly arise[4]. Even in households, the existence of alien culture cause conflicts and stress from the suffering and tension makes the adolescents be insecure. Being confused in areas such as values and national views in an alien culture and environment, social misadaptation is arisen.

3.1.2. Korean exclusiveness

Having a history of being a single-ethnic country for a long period, the exclusiveness of South Koreans has severely influenced on the identity of multicultural family and their children. Having their skin colors dark and their maternal name is long, the children were teased and bullied, thus suffer chaotic growth concerning their identity. As a result, the children falls into humiliation and resentment on their mother as a foreigner and negativity on the country of their mother arises. Denying any relevance between themselves and the country of their mother, the children avoid socialization with others as they do not want to be hurt and fear of others knowing their multicultural family. Disregarding their mother of knowing almost nothing, distrust grows in them. For midway immigrants, they encounters a challenge to get along with peers 2-3 years younger. Mostly, they are suffering from economic difficulty and their family circumstance is not amicable due to high divorce rate of parents. Various issues conflicting between cultures and misunderstanding of situations due to communication insufficiency between parents and families are fundamental and intrinsic problems with marriages[5].

3.2. Extrinsic factor

3.2.1. Academic underachievement and school Life misfit due to insufficient communication capability

The most difficult problems which children from multicultural family have been facing is academic underachievement and school life misfit from inadequate communication capability. In fact, the children at school are suffering from issues such as bullies and school life misadaptation from differences in language, skin color, and culture, thus many of them result in not going to school. Especially, in a multicultural family, when a parent without an accurate and fluent Korean language ability teaches children, many issues arise. If a foreigner mother or father lacks in communication ability in Korean, children cannot learn Korean at home, but spend most of their time working. It may be a main cause of their academic underachievement and school life misfit. Such deficiency of Korean language communication and academic underachievement leads to school life misadaptation, due to many challenges despite of socialization with peers[6].

Children from multicultural family, unlike other general children, undergo unusual experience of cultures of Korea and their mother simultaneously, stress from the alien culture induces cultural misadaptation. Delays in linguistic development, school underachievement and cultural misfit leads to less understanding of lectures and more severe underachievement. These becomes obstacles for children from

multicultural family to gain fluent communication capability, to form affable personal relationships and to maintain social lives, then be the major cause of social misadaptation which self-identity plays a significance in Korean society.

3.2.2. Economic difficulty

Economic difficulty from low-income of multicultural family results in vulnerabilities in child birth and educational environment. The economic poverty of multicultural families, the absolute majority, starting from huge debt changes into marital conflicts and increasing non-arbitrary divorce rate from domestic violence and discords. In such a condition, growing sense of shrinkage and loss of ego of the children are not sympathized and even there is no one to plea for, thus the growth period of the children easily be more depressed and devastated[7].

3.2.3. Insufficient policy for active multiculture education

If turning the deficient linguistic environment of children from multicultural family into an advantageous situation, offering a future dream to become a fluent bilinguist, the pain in current social transition into multiculture would be eased. However, the multicultural education policies until now have passively been performed[8].

3.2.4. School violence

A main cause of social misadaptation of children from multicultural family may be school violence including verbal violence. School violence has been a serious social issue, and the victim student from the violence becomes more vulnerable to violence due to their damaged self-esteem and self-identity if no adequate measure and protection is practiced.

4. Countermeasures to Social Misfit of Children from Multicultural Family

4.1. Educational aspect

4.1.1. Bilingual culture education for children from multicultural family

Bilingual cultural education is important for identity. Above all, the teaching method and communication channel between mother and children are efficient in inspiring an identity. As a way to solve identity issue between mother and children in multicultural family is to prepare and efficiently utilize a bilingual education measure, focusing on educating the culture and language from the mother at a local government, school and household levels[9].

4.1.2. Development of Korean and multiculture education programs

Korean and multiculture education program for children from multicultural family are diversely developed and educational efforts in various perspectives including teaching strategy research and development of teaching learning materials should be made. Moreover, maintaining educational support programs for children from multicultural family, training professional teachers and educational activities for parents from multicultural family to understand Korean culture should be committed[10].

4.2. Social aspect

As children from multicultural family have different cultural backgrounds and are in social minority, they are exposed to biases and discrimination, hence a keen interest and concern on them are required at a social level. To solve the school violence and economic difficulties based on cultural, social, physical differences and discrimination, countermeasures should first be prepared at an institutional level[11].

4.2.1. Active response by the police

As countermeasures against school violence, first, there is a need to improve responsive technique of the police. Implementing preventive education to learners teaching ways to deal with the violence and to report would be effective for the police. Moreover, the level of understanding multicultural family for police officers should be reinforced and mobilizing a systematic taskforce for multicultural families would bring higher efficiency.

4.2.2. Preparation of Institution means to prevent crimes and active performances

To eliminate the social misadaptation which children from multicultural family, active

participation and institutional means for crime prevention activities associated with multicultural family, immigration office, ward·district office, city hall, multicultural community center, educational institutions, civic groups and social welfare centers are required. In addition, if direct visit services for public order by the police are actively performed, children from multicultural family will be able to avoid from school violence to an extent[12].

4.2.3. Diverse development and reinforcement of socio-cultural programs

Socio-cultural programs that are both directly and indirectly accessible to children from multicultural family should be more diversely developed and reinforced. Then, the children should be guided to form the sense of belonging and ego-identity as a member of school and to adapt to school lives[13].

4.2.4. Establishing institutional measure to resolve economic difficulties

To resolve the problems which children from multicultural family suffer at school, due to economic challenges, preparation of scholarship programs, activating supports for materials and teaching references, and creating jobs for parents from multicultural family should affirmatively considered.

5. Conclusion

Not only in school lives, but also in Korean society, this study aims at exploring methods for children from multicultural family to obtain a sense of belonging and ego-identity and observes damaged self-esteem and self-identity confusion and Korean exclusiveness as intrinsic causes, and academic underachievement and school life misfit from lacking communication capability, economic difficulty, insufficiency of active multiculture education policy and school violence as extrinsic causes.

In addition, as countermeasures for social misfits of children from multicultural family, development of bilingual culture education and Korean language and multicultural education programs in educational aspects, and active response by the police, preparation of institutional measures to prevent crimes, various development and reinforcement of socio-cultural programs and institutional solutions to relieve economic difficulty in social aspects are proposed.

Recently, efforts to cultivate social adaptability of children from multicultural family through establishments of language education policy, education for understanding multiculture and multicultural alternative school. Yet, children from multicultural family are suffering from adaptation to school and to social lives.

Misadaptation to school lives and soiciety of children from multicultural family may lead to unhappiness of the whole family. Hence, to have the children adapt well to their schools and social lives, establishment of their self-esteem and identity are required. Moreover, broader bond of sympathy to support language and multicultural education should be formed in a community level, and various supports and policies at a social level should be prepared based on the bond.

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Community Oriented Policing and POLICE Value: The Values of College Students Pursing a Police Career

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Abstract

Community-oriented policing(COP) has become a major approach in U.S. contemporary policing. Community relations and problem solving are main elements of COP. In this study, the author attempted to identify preferable values in the era of COP and examine the values of college students pursuing a police occupation as a future career. The examination of value differences across gender and race and the impact of value orientations on college students' job desirability were also interests in this study. With 200 college students in New York City, the findings provided crucial implications to understand value orientations of U.S. police officers. Police applicants, compared to those pursuing other occupations, tend to be male college students majoring in criminal justice who devalue the importance of "equality" and "wisdom." The value orientations of these police applicants do not adequately hold preferable values in the era of COP. However, females and minorities tend to have more preferable values than males and whites.

[Keywords] ***Police Value, Value System, Community Oriented Policing, Police Career, Rokeach Value Theory***

1. Introduction

For several decades, many U.S cities have recurrently experienced civil uprisings - "Rodney King" riots(1992) in Los Angeles, Tompkins Square Park and Crown Heights Riot riots(1988) in New York City, the Liberty City riots(1980) in Miami, and Cincinnati riots(2001). One major cause of these events can be explained by conflicts between the police and minorities[1]. These conflicts result from distinct beliefs, values, and attitudes which the police hold. Ample empirical evidence has revealed that the police have a distinctive world view, different from the general population and/or other occupational groups. Individual law enforcement officers are more likely to have a conservative political orientation[2][3][4][5][6][7][8][9], and be more cynical[10], and suspicious[4][11] than the general public. Police agencies tend to emphasize a higher loyalty, solidarity, and a code of secrecy, more than other occupational institutions[11][12][13][14].

Many police administrators and scholars believe that this distinct police worldview or working personality can be attributed to the traditional paramilitary structure of police organizations. This has forced U.S police to perceive themselves as isolated from society, to place a high value on secrecy, and not to share decision-making and policy formulation with citizens[15][16][17]. These unique characteristics of U.S police, which have been heavily emphasized in the era of professional or traditional policing, hinder the police to deal effectively with police-community relations[17].

To improve community relations and police responsiveness to community problems, American

police agencies have adopted diverse community-based programs. In particular, Community Oriented Policing(COP) has become the dominant paradigm in U.S policing[18][19]. According to recent surveys, nearly 85% of policing agencies are currently practicing COP, or are planning to implement COP programs soon[20]. The Bureau of Justice Statistics shows that nearly all larger county(97%), municipal(95%) police departments and sheriffs'(88%) departments had full-time COP officers in 1999. Many police agencies perceive COP as a mechanism for improving community relations, solving local problems, and reducing crime, disorder and fear of crime[21]. COP emphasizes the importance of partnership with local community residents and the empowerment of line officers[16].

Although many researchers have found that COP improves the relationship between the police and citizens, there has also been resistance to implementing COP from rank-and-file officers[22][23]. Previous studies have shown that the police espouse beliefs, attitudes, and values against adopting innovative police strategies[3]. As Goldstein[23] states, "community policing will work only if rank-and-file police officers buy into the concept" if the police are not ready to adopt the philosophy of COP, it will be hard to expect the full success of these endeavors[24]. Therefore, it is important to define what the preferable worldviews and values of good police officers in the era of COP and whether police officers or police applicants hold the preferable value orientation. The pattern of personal values is worth investigating since "values serve as criteria for selection in action and when most explicit and fully conceptualized, values become criteria for judgment, preference, and choice"[25].

Over the past three decades, policing in the U.S has been shifted from a professional approach to COP. However, there is no consensus about what good police officers are in the era of COP. Therefore, this study will explore the preferable values or value systems in COP, and then examine the values of college students pursuing a police occupation as a future career. The investigation of college students' value orientation is worth examining since police applicants, especially those majoring in criminal justice, will have the high likelihood to be the future police officers who will shape or reflect the culture of police organizations. In addition, the examination of value differences across gender and race is also an interest of this study. Finally, the impact of value orientations on choosing a future career of college students in a criminal justice specialized college will be tested.

2. Theoretical Background

2.1. Definition of COP

COP has become a leading exemplar of contemporary policing. However, there is no single definition of COP[24][26]. The ambiguity in the definition of COP led to generate numerous programs, named as COP programs: substation, foot patrol, beat meeting, school policing, community new letters, Neighborhood Watch and so forth. Nonetheless, common themes of COP include a concentration of police-citizen partnership, the decentralization of police organizations, the empowerment of COP officers, a broader definition of police work, and an emphasis on proactive problem-solving strategies [16][24][26][27][28]. Therefore, it is useful to identify preferable values in the era of COP with discussion of common characteristics of COP and value orientations. This discussion provides a guideline to identify what the preferable values of the police in the era of COP are.

2.2. Rokeach's value study

A substantial theory of police values has been developed by Rokeach[29]. Rokeach and his colleagues(1971) argue that the value theory can be applied to the study of police values. He defines a value as "an enduring belief that a specific mode of conduct or end-state of existence is personally or socially preferable to an opposite or converse mode of conduct or end-state of existence"[29]. The general assumptions of Rokeach's

value theory identify that "the total number of values that a person possesses is relatively small; all men everywhere possess the same values to different degrees; values are organized into value systems; and the antecedents of human values can be traced to culture, society and its institutions, and personality"[29]. Human values are determinants of attitudes and behavior since human values have an influence on individuals' cognitive, affective, and behavioral aspects[29]. Internally, values provide criteria for selection in action, judgment, preference, and choice[25]. Therefore, individual attitudes and behavior are expressions of the internal values of a human being. When all the values that a person possesses are organized, the result is a value system which is "an enduring organization of beliefs concerning preferable modes of conduct or end-states of existence along a continuum of relative importance"[29]. It is a ranking order of value preferences.

Rokeach also observed that there are two distinct types of value systems – 18 terminal values and 18 instrumental values[29]. Terminal values refer to "a preferred end-state existence,"[6] whereas instrumental values refer to "a preferred mode of behavior"[6]. Terminal values reflect "beliefs or conceptions about ultimate goals or desirable end-states of existence that are worth striving for"[29], whereas instrumental values are instrumental to "the attainment of desirable end-state terminal values"[29]. Previous studies in police values have mainly attempted to find distinct values, existing in the police. A general conclusion is that the police have a distinct value system differing from the general population[3][6][8][9][30][31][32][33][34][34][35].

Another important finding is that regardless of age, gender, education, and years of service, with the exception of black police officers, police officers in the U.S place "equality" lower in priority[3][6][8][9][31][33]. For example, Rokeach and his colleagues found distinct value gaps between the police officers and those who are policed(9 of 18 terminal values - an exciting life, a sense of accomplishment, family security, mature love, a world at peace, a world of beauty, equality, national security, and social recognition - and 12 of 18 instrumental values - capable, honest, intellectual, logical, obedient, responsible, self-controlled, broadminded, cheerful, forgiving, helpful, and independent)[6]. Then comparing 153 white male police officers in a middle-size Midwest police department with 561 male whites and 93 black civilians, they found that police officers put more emphasis on personal values than social values[6]. The Midwest police were more likely to place higher rankings on occupational performance values(e.g. capable) rather than the values of charity and tolerance. Moreover, the police officers ranked equality lower in priority than others(ranked 14th in policemen, 13th in the white population, and 3rd in the black population[6].

2.3. Value study in policing

Many replicate studies have supported Rokeach's findings. For instance, Teevan and Dolnick's replication of Rokeach's study reaffirmed the value gaps between the police and the policed when they compared 79 police officers in Cook County with a national sample[33]. Griffeth and Cafferty's study also found that the police have different value systems than the general population[31]. Like Rokeach and his Colleagues, their findings showed that police placed personal and occupational performance values higher in priority than Whites and Blacks[31]. They also upheld that police officers are more conservative than the general population[31]. The police were more likely to place equality lower than the general population[31].

Walker and Kratcoski compared 80 white and 20 black police officers with Rokeach's 1,409 national adult samples[35]. They found that both white and black police officers showed distinct values from the general population. Interestingly, white police officers were more likely to reflect larger value gaps than black police officers[35]. Both black citizens and black police officers tended to place equality higher in priority, while

white police officers placed equality lower in priority than those of white citizens[35].

Bennett and Greenstein's study on 153 police officers, 70 college students majoring in police science and 139 other students revealed opposing findings[30]. The value systems of college students, regardless of majors were identical, but there were large value gaps between police science students and police officers. They found 21 of the 36 values were significantly different between the college students and the police officers[30].

Recently, Zhao and his colleagues revisited and re-engineered the importance of value orientations[8]. One important finding in their study was the consistent value systems of the police overtime[8]. The ranking order of equality is almost identical as previous findings. Another recent replicate study was Caldero and Larose's study of 119 police officers in Tacoma, Washington[3]. Overall findings were similar to Zhao et al[8][9] and Rokeach et al[6].

2.4. COP and value

With the respect to current discussion, overall previous conclusions are not preferable in the era of COP. To enhance police-citizen relations, the police should carefully consider the rights of residents regardless of social status. In addition, many researchers have shown that the police are more likely to rank higher personal values(e.g. family security, health, pleasure, exciting life, and etc.) than social values(e.g. equity, national security, world at peace, and etc.). Finally, the police tend to rank higher in performance values (e.g. capable, ambitious) than charitable values (e.g. helpful). It is necessary for U.S police departments make substantial changes in its organizational structure and strategy in order to successfully implement COP. Simultaneously, COP officers should hold values or value systems which are compatible with the philosophy of COP. Currently, however, there is no consensus about these preferable values in the era of COP.

If the main elements of COP are to enhance community relationships and problem solving, COP officers need to hold societal and charitable values rather than personal and performance values. Representative societal and charitable values are "equality and help" while "capable" is an indicator of performance value. In addition, if it is true that the nexus changes in police departments, which advocates of COP have argued for a long time, are decentralization of organizational structures and empowerment of line officers, COP officers need to have abilities to perform their job in the manners of independence regardless of the level of supervision and internal rules and orders. To solve community problems and accomplish their duties, COP officers need to concern the value of "independence, responsibility, a sense of accomplishment, wisdom." The identification of preferable values in COP is important to successfully implement COP programs in a community since COP officers who hold more preferable values of COP are more likely to reflect the philosophy of COP and are less likely to resist COP. Nonetheless, although preferable values are more likely to satisfy the elements of COP, it does not mean that preferable values are absolute true in the contemporary policing. Because values are not mutually exclusive and interact all together[29], the relative preference of values is significant in a certain time.

"Equality" is one of the most important values in the era of COP. The police need to value "equality" in order to provide customized services across citizens from minorities and communities in which minority people live. Rokeach and his colleagues stated that "the ranking on equality, more than rankings on any of the other 35 values, is the best single predictor of political conservatism in America"[6]. and "it is hardly surprising that black residents of the ghetto will view policemen as enemies who are there to preserve 'law and order,' that is, to preserve the conservative value patterns of a white power structure"[6]. Lower priority of "equality" indicates less concern about the rights of minority groups. The more positive and unprejudiced in-

teractions there are between the police and policed, the stronger improvement of police-citizen partnerships are generated, which will result in effective coproduction to handle crime and community problems.

Along with "equality", "true friendship" is also an important societal value in order to enhance police-citizen partnerships. The "we/them worldview" of the police derived from traditional policing need to shift to a cooperative view between the police and policed. If the police officers value the importance of "true friendship', it will smoothly help this transition.

"Inner harmony" and "wisdom" are core values in enhancing community relations and solving social problems. COP officers encounter frequent face-to-face contact with community residents daily. Positive interactions with community members will encourage the residents to share information about community problems: crime, disorder, drugs, and so forth. The huge quantities of information in COP officers' assigned neighborhoods are crucial to identify social problems and to guide the officers' discretionary actions. Wise COP officers will make useful decisions in order to reflect the interests of communities and community residents. Simply issuing traffic tickets or arresting bullies in a community is not always the best choice. In certain situations, warning or guiding is more appropriate action than making an arrest. Therefore, wise use of their authority will help to strengthen police-community partnerships and intensify the legitimacy of the police. Moreover, when police officers confront conflict and stressful or dangerous situations, it is necessary for them to internally control themselves. The ability to keep a cool head is very useful to prevent the police from using excessive force or brutality. The historical cases of police brutality and excessive use of force which have been the triggers of several riots have suggested valuable lessons why "wisdom" and "inner harmony" are important values[1].

The value of "a sense of accomplishment" is also important to provide COP officers for motivation in interacting with citizens and solving problems in their assigned neighborhoods. The main function of COP officers and foot patrol officers is to solve neighborhood problems at the request of citizens or when there are community problems. To successfully accomplish their duties, the essential condition is the decentralization and the flattening of hierarchical organizational structure. Police departments need to distribute a reasonable level of authority and discretion to the line officers. The empowerment of police personnel will make COP officers have a strong motivation to accomplish their work[27].

Goldstei[15] argues that for the line officer,

> "such a change would be directly responsive to some critical needs in the police organization: the need to treat rank-and-file police officers as mature men and women; to demonstrate more trust and confidence in them; to give them more responsibility and a stake in the outcome of their efforts; and to give them a greater sense of fulfillment and job satisfaction"

Therefore, "a sense of accomplishment" is an imperative value that must be emphasized in COP. The importance of the value of "a sense of accomplishment", however, applies not only to COP, since many researchers have showed that job satisfaction is strongly related to the sense of fulfillment[36]. In fact, since almost all employees in police departments will perceive the importance of their job fulfillment, "a sense of accomplishment" may be considered a common preferable value regardless of traditional or contemporary policing.

Other important values can also be discussed in community relations and problem-solving. Community partnerships and cooperation are crucial aims of COP. To enhance community relations, the police need to perceive that community residents are the main entities to cooperate with in addressing community problems. Since an arrogant or indifferent manner of police practice hinders good police-community relations,

"polite and helpful" manners in policing become a fundamental element to achieve positive relationships. Historically, white dominant police personnel did not provide fair services for minorities. Therefore, in poor minority communities, residents' satisfaction with policing are low than in middle-class neighborhoods[37]. Reisig and Parks argues that when residents are dissatisfied with police responsiveness to their call or police officers' attitudes on stop scene, this experience is substantial determinants of residents' satisfaction with the police[37]. To improve community relations, COP officers need to be "helpful" not apathetic when police officers witness or are requested to help citizens' difficulties and troubles. Regardless of social status, polite manner of police practice is important for COP officers to interact with citizens. Helpful care of victims and community problems will have a positive effect on community trust and confidence. Friendly attitudes of police officers toward citizens will reduce substantial tension in a minority group community and enhance police community relations[38].

An emphasis on close relations between police officers and citizens, however, may generate unexpected side-effects. For example, COP officers are usually assigned their patrol neighborhoods on a long-term basis. Due to the long term occupation of COP officers in the neighborhoods, there is a higher likelihood that the police officers may engage in deviant activities such as taking a bribe from a local business. To avoid these side effects, it is necessary to require a high level of ethics to the COP officers. Corrupt officers obstruct building strong social ties among residents and impede the legitimacy of policing[39]. Consequently, the preferable values to enhance community relations are "helpful, polite, and honest".

Other values also apply to problem-solving strategy. Community crime problems are not anymore the only responsibility of the police. In traditional policing, police departments were the only entities to handle crime, disorder, and drugs in a community. However, advocates of COP argue that the opinions of residents need to be treated as inevitable social and political demands in the process of policy making since community residents are the main partners in handling community problems. Collective cooperation between the police and the policed in crime prevention and maintenance of social order is a crucial element of COP. To identify specific social problems in a particular community, the police officers need to perceive the importance of residents' opinion. External inputs in policing may make the police easy to identify social problems and to supply adequate resolutions. Therefore, COP officers need to be "broad-minded."

To successfully implement COP, police departments need substantial changes in organizational structure, administration, management style, and supervision[27]. The main change of organizational structure is decentralization; decentralization of organizational structure gives COP officers authority and responsibility, which can help COP officers act more independently and responsively when making discretionary decisions. Under the COP, the management style of police departments empowers police personnel, which assists line officers in utilizing imagination and creativity in their work. COP officers are expected to solve community problems with citizens and there is less supervision for COP officers than under traditional policing. The independence of police officers in their duties becomes a core virtue of COP. Therefore, COP officers need to "independently" make a decision in a situation. Traditional police approaches had emphasized the value of loyalty and obedience[11][13][14]. However, these values mad e the police officers less proactive when th ey practiced police force in crime situation or prevention. The empowerment of line of ficers can escape this barrier and make the officers fully utilize their own decision.

Although COP emphasizes the importance of independence, police managers also expect that COP officers' decisions are the best resolution to handle community problems, so the empowered

officers should perceive all of the situations and events under their "responsibilities". With the extending discretion of the police officers, the level of responsibility is ascended. COP makes the line officers free from traditional virtues of policing, they simultaneously have a responsibility for handling social problems in their assigned communities. In sum, preferable value orientations of the police in the era of COP are identified: "equality, true friendship, wisdom, inner harmony, a sense of accomplishment, independence, help, polite, honest, responsibility, and broad-minded".

3. Methods

3.1. Research objectives

The main purpose of this study is to measure value gaps, if any, between college students pursuing a police career and college students pursuing other occupations. Previous studies have revealed that the police have distinct values differing from general population. This study also tests whether college students who pursue the police occupation as a future career hold the expected preferable values in COP which we discussed above. The sub-analyses are to test whether or not there are gender and race differences of values among police applicants. Finally, it will test the impacts of preferable values on college students' career choice.

Testing value differences on college students' job desirability will provide a chance to explore world views of future police cadets since it is obvious that police applicants who are in criminal justice specialized colleges have high likelihood to join police departments in the future. Therefore, the examination of their value orientations is important to foresee the future value orientations of the police and anticipate the successful development of COP. Generally, police organizations are perceived as male-dominate institutions. However, legislative enactments and court rulings such as Title VII of the 1964 Civil Rights Act and equal opportunity employment programs have challenged the male-dominant characteristic of police organizations. For example, equal opportunity employment programs have encouraged hiring more female police officers. Many researchers will change police organizations because of different value orientations which female officer hold. Zhao and his colleagues have shown that female officers tend to rank higher in fairness, honest, and charity[9]. Another comparison will examine race differences in value orientations since historically, police careers were perceived as an occupation for white males. Recently, many police departments have acknowledged the importance of racial diversities in its occupation. If police officers from minority communities are more likely to represent and understand values of people in lower social status or diverse racial groups, it is necessary to hire more officers from diverse ethnic groups. Therefore, these analyses across demographic characteristics will show the differences of value orientations and whether police applicants across demographic groups are holding preferable values emphasized in the ear of COP.

Finally, it is also an important question to know factors determining individuals' career choice. The main interest is to test the effect of value orientations on job selection. In police recruitment, this examination will provide a valuable implication to select future police officers.

3.2. Data and sample

The subjects included in this study are 210 undergraduate students of all levels in New York City. The data collection was performed in one of universities in the branch of City University of New York. The selected university is one of the largest academic institutions providing criminal justice specializations in U.S. The selection of this college makes it possible to show relatively reasonable comparisons across job desirability since it is possible to simultaneously get enough numbers of police applicants and those of other occupations in this college. Two hundred samples

were initially selected by convenient sampling. 10 cases were excluded in the statistical analyses due to many unanswered questions. Self-administered questionnaires were distributed in classrooms in the spring semester 2007. Although the combination sampling has methodological limitations in collecting representative samples, some limitations might be reduced by distributing the questionnaires to classes of diverse academic subjects(4 criminal justice classes, 3 statistics classes, 2 correction classes, and 1 Asian Crime class). The researcher paid each participant five dollars as compensation.

Each questionnaire contained demographic questions(gender, age, year of college, whether or not there are police officers in family, whether or not the student desires to be a police officer), a Rokeach Value Survey(consisting of 18 terminal and 18 instrumental values).

3.3. Measures

Values were obtained by the Rokeach Value Survey, which provided separate, rank-ordered data for 18 terminal, or desirable end states of existence(e.g. a comfortable life, equality, family security, a world at peace) and 18 instrumental values, or preferable modes of conduct(e.g. ambitious, forgiving, honest). Each value given in alphabetical order was accompanied by a short description and a blank space. The respondents were asked to rank order each set of 18 of values from 1st to 18th importance in their daily life. Among 36 values, this study used 11 of them. Reliability and validity of the value survey have been tested by previous studies. Previous researches showed a significant level of test-retest reliability of value systems[6][29]. Rokeach also found a discriminative validity of value survey[29]. Munson and McIntyre used a modified version of Rokeach Value Survey by using a seven-point interval scale and showed its reliability[40]. Finally, Munson and McIntyre also tested a concurrent validity of value survey[40]. Six demographic variables – gender(1=male, 2=female), age, and race(1=White/Anglo, not Hispanic, 2=Black/African-American, 3=Hispanic/Latino, 4=American Indian/Native American, 5=Asian/Pacific Islander/Oriental, 6=other), educational level(1=freshmen, 2=sophomore, 3=junior, 4=senior), major, and police officers in the family – were also measured. To measure undergraduate students' preference of police career, respondents were asked to answer the question "I would like to become a police officer; 1 = no, 2= yes)."

4. Results

4.1. Descriptive statistics

Descriptive statistics <table 1> showed that among 200 John Jay students, 76 were intending to select the police occupation as a future career, while 124 chose another occupation. 45.8% of the sample were male and 54.2% were female. Of the 200 samples, 25.4% were White, 20.9% were African American, 35.8% were Hispanic, 5.5% were Asians, and 12.4% answered "other." The average age was 22. More than 70 % of student samples were studying criminal justice related majors. 28.4% of the sample indicated one of their family members was a police officer. Although the sampling method of this study was convenient, the characteristics of 200 college students closed to the university researched. In 2007, total numbers of students in the College were 12,634. 41% were male and 59% were female. Of total numbers of college students, 26% were White, 25% were African American, 41% were Hispanic, and 8% were Asian.

Table 1. Descriptive statistics for participating college students.

N(%)					
Gender	Male	92(45.8%)	Academic level	Freshman	28(13.9%)
	Female	109(54.2%)		Sophomore	46(22.9%)
Race	White	51(25.4%)		Junior	69(34.3%)
	Black	42(20.9%)		Senior	58(28.9%)
	Hispanic	72(35.8%)	Police in family	No	144(71.6%)
	Asian	11(5.5%)		Yes	57(28.4%)
	Other	25(12.4%)	Police as a future Job	Yes	76(38%)
Major	Criminal justice major	148(74.3%)		No	124(62%)
	Other major	51(25.6%)	Age	18 to 51	22.01(years)

4.2. Value gaps in job desirability

The first analysis is to examine the existence of value gaps between college students who want to be police officers and those of other occupations by using an ANOVA. In <Tables 2>, the findings show that there are slightly value differences between the two groups. The police applicants rank as less important the values of "equality", "inner harmony", and "wisdom" which are classified into preferable values of COP. The low ranking of these three values is surprising since future police cadets will soon encounter these three values in order to make a decision in daily practices. If police officers do not regard the rights of minority groups, fail to make a wise decision, or fail to control their inner conflicts in certain situations, the outcomes could negatively affect community relations and residents' satisfaction with the police. On the other hand, "true friendship" is placed in higher rank in both groups. In sum, although the value orientations of police applicants have slightly smaller gaps compared to applicants of other occupations, the value orientations of college students pursuing police career are not adequately fitted to the preferable values emphasized in COP since they devalue "equality, inner harmony, and wisdom."

Although other preferable values do not show statistically significant differences between groups, the ranks of other values provide meaningful implications in policing. First, positive findings are that police applicants place the higher priority in "honest" and "responsible." However, negative results are that they devalue "broad-minded," "polite," "independent" and "helpful" than those of other occupations. "Broad-mined", "polite", and "helpful" are important indicators to enhance police-community relations. If police applicants successfully go into police organization in the future, they will be less likely to help engine police-community partnerships without changing their preference.

Table 2. Descriptive statistics of factors for Korean and American citizens.

Preferable values	Other occupations(N=117)		Police career(N=73)	
	Mean	Std	Mean	Std
Equality	8.230*	4.654	10.397*	5.029
Inner harmony	9.641*	4.324	10.972*	4.324
A sense of accomplishment	9.948	4.205	9.652	4.547
True friendship	9.453	4.659	9.287	4.392
Wisdom	8.000*	5.286	10.219*	4.372
Broad-minded	9.655	5.183	9.805	4.900
Helpful	9.452	4.739	9.602	4.987
Independent	8.620	5.286	11.315	4.980
Polite	10.844	4.814	11.315	4.980
Honest	6.086	4.757	6.583	4.755
Responsible	7.086	4.367	6.388	4.755

Note: *p<.05, ** p<.01.

4.3. Value differences across gender and race

The next analysis examines the differences of value orientations across demographic variables. Historically, male police officers have managed police departments and police careers are perceived as an occupation of white males. However, recent social pressures and demands have made police departments acknowledge the importance of demographic diversity in this occupation. Therefore, it will be meaningful to compare the value orientation across gender and race.

The findings from an ANOVA <Table 3> show that there are not many statistically significant differences of values between male and female students. Only two preferable values are found to be different between gender groups. Female college students are more likely to rank the values “equality” and “broad-minded” higher than male college students. These results indicate that female students will be more likely to accept external opinions from citizens and will be more likely to concern the rights of minority groups. In both groups, the value of “responsibility” and “honest” also ranks high in order. Nonetheless, overall preferable values in COP are somewhat treated as medium important values in both groups.

There are very small race differences on value preferences <Table 4>. Although there are no large differences between racial groups, these findings show the variations of social opportunities across ethnic groups in the U.S society. For example, many minorities have successfully entered into the mainstream society and have promoted their social statuses in the U.S. However, it is true that the whites still hold the high positions in the U.S. Therefore, it is not surprising that minorities are more likely to rank a higher order in “equality.” For people in the color, it is an inevitable goal to remove social barriers in the U.S society and to promote their social status. In

terms of race differences in the value of "polite", college students from minority groups show a high rank than white students.

In sum, simple comparisons across gender and race show that female and minority college students tend to have more preferable values in COP than white and male college students. In particular, "equality" is found to be an important value in both females and minorities. In the perspective of COP, these socially disadvantaged groups will, at least, have more preferable roles in successfully implementing COP and improving community relations.

Table 3. Preferable value differences across gender.

Preferable values	Male students(N=88)		Female students(N=102)	
	Mean	Std	Mean	Std
Equality	9.795*	4.866	8.431*	4.871
Inner harmony	10.704	4.495	9.676	4.200
A sense of accomplishment	9.863	4.526	9.811	4.173
True friendship	9.204	4.685	9.549	4.442
Wisdom	8.727	4.774	8.960	4.654
Broad-minded	11.045**	4.789	8.540*	5.032
Helpful	9.431	4.263	9.580	4.857
Independent	9.397	5.106	8.326	5.190
Polite	10.943	4.967	11.099	4.483
Honest	6.852	5.000	5.770	4.483
Responsible	7.284	5.128	6.410	4.047

Note: *p<.05, ** p<.01.

Table 4. Preferable value differences across race.

Preferable values	White(N=50)		Other races(N=140)	
	Mean	Std	Mean	Std
Equality	9.795*	4.866	8.431*	4.871
Inner harmony	10.704	4.495	9.676	4.200
A sense of accomplishment	9.863	4.526	9.811	4.173
True friendship	9.204	4.685	9.549	4.442
Wisdom	8.727	4.774	8.960	4.654
Broad-minded	11.045**	4.789	8.540*	5.032

Helpful	9.431	4.263	9.580	4.857
Independent	9.397	5.106	8.326	5.190
Polite	10.943	4.967	11.099	4.483
Honest	6.852	5.000	5.770	4.483
Responsible	7.284	5.128	6.410	4.047

Note: *p<.05, ** p<.01.

Table 5. Binary logistic regression model to predict college students' police job desirability.

Predictors	Model1: Demographic model D			Model2: Value model		
	B	SE	Exp(b)	B	SE	Exp(b)
Female	1.639**	.366	.194	2.282**	.491	.102
Age	-.086	.059	.918	-.105	.069	.901
Sophomore	.300	.611	1.349	1.224	.745	3.402
Junior	.596	.318	1.815	1.541	.725	4.669
Senior	.318	.647	1.469	1.234	.776	3.435
Police family	.385	.383	1.469	.332	.437	1.394
Non-criminal justice major	-1.442*	.554	.236	1.579	.625	.206
Other races	-.788	.406	.455	-.776	.500	.460
Equality				.110*	.046	1.117
Inner harmony				.110#	.046	1.100
True friendship				-.014	.046	.986
Wisdom				.216**	.050	1.241
Sense of accomplishment				.014	.051	1.014
Broad-minded				-.088#	.048	.916
Honest				-.025	.045	1.054
Independence				.036	.042	.983
Helpful				.053	.047	1.054
Responsibility				-.069	.045	.933
Polite				-.017	.045	.983

Chi-square	X^2 =46.073, df=8, p<.01	X^2 =80.150, df= 19, p.<.01
-2Log likelihood	194.497	160.419
Cox and snell r-square	.226	.359

Note: # p<.10, *p< .05, ** p< .01.

4.4. Determinants of college students' job desirability

The next statistical analysis is to examine the impacts of value orientations on students' job desirability. To accomplish this prediction, a binary logistic regression is performed. The logistic model 1 <Table 5> only included demographic variables such as age, race, academic level, gender, and police officers in family in order to consider the impact of demographic characteristics of individual college students on their job desirability. In the second logistic model, eleven preferable values in COP which were identified in this study were included with demographic variables. The dependent variable was college students' job desirability.

Logistic model 1 reveals that there are significant impacts of demographic characteristics on college students' job desirability(X^2 =46.073, df= 8, -2Log Likelihood =194.497, p <.01). This model explains a 22.6% variance of future occupational decision. Two individual characteristics are found to be statistical significant factors to predict college students' decision making in job desirability. Female students are less likely to prefer the police occupation than males(Exp (b)=.194, Wald=20.038, p<.01). Another important significant predictor of job desirability is college students' academic majors. Although John Jay College of Criminal Justice is a criminal justice friendly school, students who are majoring criminal justice related subjects are more likely to select police career as a future occupation than John Jay College students in majoring other academic fields.

The logistic model 2 <Table 5> examines the impact of preferable values of COP on students' job desirability. This model has been found to be statistically significant(X^2 =80.150, df= 19, -2Log Likelihood =160.419, p <.01). 35.9% of variance of job desirability are explained by the model (Cox and Snell R-Square =.359). The findings reveal statistically significant impacts of values on job selection. Two individual value orientations have statistically significant influences on college students' job desirability. However, these findings also indicate that police applicants are less likely to have preferable values in COP. For example, college students who are less concerned about "equality" are more likely to choose law enforcement as a future career(Exp (b) = 1.117, Wald=5.830, p<.05). In addition, police applicants are more likely to devalue the importance of "wisdom" than college students pursuing other occupations(Exp (b) = 1.241, Wald = 18.304, p<.01). Although "inner harmony and broad-minded" are not found to be statistical significant in p-value of .05, these two values are still meaningful since they are found to be significant in p-value of 0.1. Other values are not found to be statistically significant predictors of college students' job desirability.

In demographic variables, three variables are found to be significant factors on job selection. Compared to male college students, females are less likely to prefer police occupation(Exp (b) =.102, Wald = 21.641, p <.01). This result is indeed expected since the police occupation is still a male-dominant career. This finding shows that this trend will remain for a while in U.S. police departments. College students who are not majoring in criminal justice show lower likelihood to choose the police occupation than those majoring in criminal justice(Exp (b) =.206, Wald=6.384, p<.05). In academic levels, juniors are more likely

to be police applicants than freshmen(Exp (b) =4.669, Wald=4.504, p<.05). In sum, this model shows that male junior criminal justice majors devalue the importance of "equality" and "wisdom" and have a strong tendency to pursue the police occupation in the future.

5. Discussion

The main purposes of this study were fourfold: to identify more preferable values which can reflect better the philosophy of COP; to investigate whether there are differences in the value orientations between police applicants and those of other occupations; to examine value differences across gender and race; and to determine the predictors of college students' job desirability. To accomplish these goals, the author surveyed 210 college students in New York City. Analytical analyses reveal that although there are small value gaps between two student groups – "aspiring police" and "aspiring other" – value orientations of police applicants have provided crucial implications in police recruitment. Moreover, value differences across gender and race have lessened the importance of diverse inclusion in the selection of new police officers. Finally, some values have strong effects college students' on choosing a future police career.

The distinct value systems shown in this study are similar to the findings in previous studies. This study reveals that potential police candidates will express lower rankings of "equality, wisdom, and inner harmony." These findings still matter in the predictive model of occupation preference after controlling the demographic variables. In particular, the low ranking of "equality" in police applicants is undesirable in the era of COP. Rokeach and his colleagues [6] state that those who rank equality lower tend to show less favorable attitudes toward equal rights for Blacks and the poor. If the police are concerned less about the rights of minorities, the enhancement of police and community relations will not be accomplished since the police will be less likely to take care of citizens' concerns in a minority neighborhood. Many previous studies have shown that the low rank of equality in the police is a main cause of historically recurring conflicts between the police and the minorities in the U.S[1][6][34][35].

Although U.S police organizations have attempted to improve community relations through adopting diverse COP programs, these efforts are hard to achieve without value changes in police departments[8]. If the police organizations have not changed, the effectiveness of COP will not be expected. However, recent evidence shows that there is no substantial change of police organizations. For example, Zhao and his colleagues have shown that value orientations of U.S police officers have not been shifted to preferable ways[9]. To make it worse, the police have become less concerned about "equality" after adopting COP[9]. Zhao and his also argue that the priorities of police functions in the U.S have changed very little over the past 50 years and even community policing could not change the core mission of American policing [41][42]. In this situation, a single resolution to change police organizations is to hire police applicants who possess preferable values in COP since the values of individual police officers are an essential source of organization culture [8]. However, this expectation will not work since this study shows that the value orientations of police applicants are not adequately matched to the preferable values emphasized in COP.

Nonetheless, this study also suggests that there is another chance to recruit police applicants who hold preferable values in COP through recruiting police candidates from diverse social groups across gender and race. In particular, COP officers from the minority communities will more likely to provide appropriate services for the minority population. Walker has found that black police officers possess relatively identical values which the

black population hold and suggest that the recruitment of minority citizens into the police occupation makes the police provide adequate services for minority communities[34]. The inclusion of women police applicants is also important to represent the female population.

Rokeach states that a person' values determine individual' attitudes and behaviors[29]. However, previous police value studies have not tested this linkage. Individual value systems, this study found, are important determinants of college students' job desirability. In particular, two preferable value orientations in COP which were identified in this study have influences on individual decision making. Although the effects of values are important on college students' decision to become police officers the findings are somewhat disappointing in regard of the success of COP. College students pursing a police career are less concerned about the importance of "equality" and "wisdom." For decades, many value studies have shown that police officers tend to devalue the rights of minorities. The devaluation of "equality" might be a major cause of recurrent occurrence of racial riots. Moreover, making wise decisions becomes a core element in use of police force. Excessive use of force or police brutality is an indicator of lack of wisdom. Therefore, the substantial efforts of police agencies to successfully implement COP throughout the U.S. will not be guaranteed without substantial value changes of police departments and police personnel. If police applicants' value orientations are opposite to preferable values in COP, in the future at the least it will diminish the effectiveness of COP programs in enhancing community relations and problem solving since college students pursuing a police career will be future generation of the police.

A suggestion is to educate criminal justice college students, especially pursuing a police career, the preferable values of COP. If COP is the dominant paradigm in U.S. contemporary policing, criminal justice education institutions, including universities, colleges, and police academies, should distribute more resources to educate the future police officers. The development of academic curriculums must be discussed and studied[43]. Police personnel shape their occupational personalities through training and exposure to distinct working environments [44]. The existence of initial values of police officers reflects the values of the population from which they are recruited[35], and the nature of police work created a working personality. A recruit acquires the proper role behaviors, norms and values as well as work skills when he becomes a member of an occupational group through training and practices[13][45]

With Rokeach value theory, this study attempted to examine value orientations of police applicants. Although findings in single criminal justice specialized college are limited in generalizability, the questions about the preferable values in the era of COP and the values of police applicants are interesting enough to investigate in the study of policing. The study about value orientations of individual police officers provides important insights to understand police attitudes and behaviors[6][8]. The value orientations of police officers, in particular, are very important to effectively implement COP in a community. The conclusion of this study is that the recruitment of police applicants from diverse social groups and the development of training and educating the preferable values of COP are core catalyzes to successfully accomplish the philosophy of COP.

6. References

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A Comparative Analysis of VOLUNTEER Officers from the United States and the United Kingdom

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Abstract

The use of volunteer officers provides numerous benefits for law enforcement agencies, including the ability to increase trust between police and the community, to reduce the workload of a department, and to maintain or extend services without further depleting a budget. The United States and the United Kingdom both employ the use of volunteer officers. However, there has been little comparative work on these two areas of the policing system. This research first discusses the volunteer system of policing in both the United States and United Kingdom, followed by findings on the confidence of officers from both areas as they relate to police duties.

While Britain's form of policing greatly influenced American policing, the two do not have the same policing system. There are a few major differences between these aspects of the policing system for both countries. First, the decentralized system in the United States does not have a standardized recruitment or training procedure. However, there are minimum requirements set forth by the individual state or federal agencies(e.g., the FBI, CIA, DEA, etc.). Within the United Kingdom, the centralized nature sets forth a standardized recruitment and training procedure that, for every department, is overseen by the government. Aside from the nature of the policing system, when compared to reserve deputies in Florida, special constables(who are similar in function and power to reserve deputies) receive much less training. Further, special constables echo this reality in their self-reporting, where far fewer special constables believed their training to be adequate in preparation for police duties compared to reserve deputies in Florida(3.2% vs. 37.5%). Additionally, special constables were less confident in their ability to conduct interviews and administrative tasks. Policy implications and limitations of the present study are also discussed.

[Keywords] ***Volunteer Officers, Sworn Officers, Policing System, Community Policing, Law Enforcement***

1. Introduction

The use of volunteer officers provides numerous benefits for law enforcement agencies, including the ability to increase trust between police and the community, to reduce the workload of a department, and to maintain or extend services without further depleting a budget[1]. The justification for volunteers falls into one of four reasons. First, because volunteers may help influence how a community views police, they may serve as a liaison between both entities, increasing the relationship between the police and the community in which they serve. Second, those who volunteer may feel a sense of pride for both their community and the position to which they will take. This will also help community relations. Third, when the demand for police service puts strain on full-time officers, volunteers are in a unique position to mitigate any harm, increasing the effectiveness of

the police. Lastly, volunteers increase this effectiveness while not increasing a monetary cost to society. Therefore, it makes financial sense to use volunteers[2].The United States and the United Kingdom both employ the use of volunteer officers. However, there has been little comparative work on these two areas of the policing system[1][3]. This research first discusses the volunteer system of policing in both the United States and United Kingdom, followed by findings on the confidence of officers from both areas as they relate to police duties.

2. Volunteer Officers in the United States

Throughout the United States, many police departments and sheriff's offices employ the services of volunteers in order to make use of a tight budget, supplement full-time personnel, or a combination of both. According to Greenberg(2005), sheriffs in the mid-1600s would ask for assistance from community locals in order to help with certain tasks, such as peace keeping. Further, volunteers emerged from "civil defense units" during World War II, which ended up creating reserve and auxiliary police officers shortly thereafter in order to satisfy the differing needs of departments. While the term "volunteer" may feed the notion of free, this is not entirely accurate, as there is still a cost to recruit, train, and manage. Additionally, equipment may need to be provided for the volunteer, though this can vary between agencies[4]. Furthermore, there is usually a reimbursement(however nominal) for certain items including travel expenses, attending additional training, and other expenses incurred by the volunteer. There is no actual pay, however.

The exact number of volunteer police officers in the United States is largely unknow, though recent estimates by Dobrin and Wolf (2016) put the number around 77,500 for all volunteer officers. Out of this number, approximately 29,500 are sworn reserve or auxiliary officers, 29,000 sworn volunteer deputy sheriffs, and around 19,000 non-sworn volunteer officers. Dobrin and Wolf(2016) further state that this number of volunteers is roughly 20% of the nearly 400,000 full-time officers. The meaning behind the use of "reserve" and "auxiliary" varies from agency to agency, but there is agreement that those terms refer to officers that have a certain amount of police power but lack a full-time status. For example, Britton et al.(2018) describe that auxiliary officers in the northeastern states wear identical uniforms as their full-time colleagues, but have very limited powers, whereas in Florida, volunteer officers are classified in one of two distinct manners. First, reserve officers in Florida are essentially trained in the same manner as full time officers and can operate on their own after their field training is complete. The second type is an auxiliary officer, who receives about half the training of a reserve officer, has limited police powers, must work under a "fully certified" officer, and cannot work by themselves in any official capacity[3].

This difference in both training(to be discussed in greater detail later) and execution of duty regarding volunteer officers in the United States deals primary with the structure of the government and the structure of the policing system. The more than 18,000 police agencies across the United States reflects this, as the policing system is highly decentralized, with local, state and federal agencies having their own rules and regulations. Further, this allows each agency to tailor these rules and regulations to the laws unique to that particular jurisdiction[5]. Notably, this allows for better community policing, as the areas in which they serve differ, sometimes dramatically.

2.1. Training

The training for reserve and auxiliary officers in the United States varies, sometimes considerably, from state to state. While training for full-time officers also varies, the average is roughly 760 hours of training, equating to roughly 19 weeks[5]. As mentioned previously, in Florida, auxiliary officers are less trained, and must complete a minimum of roughly 300 hours of training, which includes interview techniques, emergency vehicle op-

eration, firearms training, legal issues, mental illness awareness, and self-defense. Reserve officers must complete the same training as full-time officers, which, in Florida, is comprised of a minimum 770 hours of training. This includes a more in-depth training of the same topics for the auxiliary officers, and may include department specific training[4]. Field training, often done after testing, is also varied. This training is often referred to as "on the job training" because the officer is out in the field with a supervising(training) officer. The Bureau of Justice Statistics(2016) states that, on average, field training consisted of roughly 500 hours in addition to the police academy[6].

2.2. Duties

Volunteer police officers in the United States may be used for a variety of reasons. Generally speaking, both reserve and auxiliary officers have some arrest power. However, to show the highly decentralized nature of American policing, Kang(2019) uses the example of a city on the eastern coast(New York City) and a city on the western coast(Los Angeles). New York City auxiliary officers may assist full-time officers but have extremely limited powers and are not permitted to carry firearms. In contrast, Los Angeles reserve officers carry out almost identical duties as their counterparts and carry the same equipment.

General duties, according to Dobrin and Wolf(2016) include patrolling neighborhoods, traffic and parking duties, crowd control, welfare checks, as well as specialized areas of law enforcement, to include drug taskforces, community education, narcotics, and serving of warrants. However, in addition to law enforcement duties, police departments may utilize their volunteers to match what the community needs, as well as to promote community policing and to show transparency[7][8].

3. Volunteer Officers in the United Kingdom

The United Kingdom utilizes volunteer officers in a similar fashion to police agencies in the United States. These volunteers are referred to as special constables and are not a new phenomenon either. The implementation of Peel's Metropolitan Police Act of 1829 allowed citizens in the form of special constables, to be used. Shortly after in 1831, provisions were passed that clarified the duties of special constables[5]. Similar to American volunteer officers, volunteers in the United Kingdom are not paid, but may be reimbursed for certain expenses.

Unlike their counterparts in the United States, special constables do not have varying levels of training or how that training is administered. Further, every special constable is fully warranted(essentially a "sworn" officer) and has the exact same police powers as "regulars"[3][5][9]. As of March, 2018, there are 11,690 special constables. Policing services follow national guidelines in the England and Wales(in addition to supervising and inspecting each department), lending to the idea of a more centralized system[10]. However, chief constables may interpret these guidelines in a somewhat different fashion than other chief constables and the function of special constables may also vary to some extent[3].

3.1. Training

Due to the centralized nature of policing in the United Kingdom, the selection and training process is standardized, with a shorter process for special constables. The exact training for special constables is that of a program referred to as Initial Learning for Special Constables, or IL4SC[5]. Special constable training includes courses on officer safety, values, first aid, human rights, diversity training, criminal law, and other courses. This initial training takes between three and four weeks(roughly 160 hours) and may be taught on weekends or evenings[5]. After training, and similar to American officers, special constables undergo a tutoring of sorts while out on patrol. Once this is complete, they are assumed to be able to work in a safe and lawful manner but can continue training to achieve what is known as "independent patrol status"

[3]. This affords them the ability to work alone.

3.2. Duties

Similar to American volunteer officers, the duties of special constables may vary by the specific department in which they work but are generally related to supporting regular officers and supplement their ranks. Additionally, special constables add in a higher level of community representativeness, which helps to serve as a liaison between the community and regular officers[5][11]. It is becoming more common for special constables to work in more focused areas of law enforcement, including cyber-crimes, public protection, and specialized response[3].

4. Differences Between Systems and Self-Reported Confidence of Volunteers

Immediately, the first noted difference between American volunteers and those from the United Kingdom stems from their respective policing systems. The highly decentralized nature of American policing does not have a national standard for training. Generally speaking, there is a state mandated minimum, though a department can exceed the minimum training as they see fit. In the United Kingdom, the much more centralized form of policing contains a standardized form of training for special constables, though the chief constables may vary the training to some extent[5]. Because of this, one can be reasonably certain of how a special constable is to be trained, whereas uncertainty flourishes with how volunteers in America are trained. While this may sound like a negative, this decentralized policing system affords a greater opportunity to use community policing and prevent crime, as training and police services, and training, can be adjusted to fit the immediate area.

If, however, we are to associate the minimum, as it pertains to training of reserve deputies in Florida(which closely resemble special deputies in terms of full police powers), we would see that they must undergo at least 770 hours of training(roughly 19 weeks), not including any field training. When compared to the average training of special deputies in the United Kingdom of three to four weeks, the amount of training received by American volunteers is much more[3].

While, admittedly, there has been little comparative research on reserve deputies and special constables, some researchers have looked at the confidence of these officer [5]. Wolf et al.(2017) compared self-reported confidence of 41 reserve deputies from the Orange County Sheriff's Office(Orange County, Florida) and 31 special constables from the Cleveland Police(comprised of four non-metropolitan police districts in the United Kingdom). Their findings show that only 3.2% of officers from the Cleveland police stated they received all of the training required in order to be prepared for operational policing, compared to 37.5% of reserve officers from Orange County. Furthermore, Cleveland special deputies reported lower confidence in the ability to manage paperwork and collecting information from victims[5]. These findings show a distinct divide between reserve deputies from Orange County and special constables from Cleveland. These findings could very well reflect not only differences in training, but also differences in the policing systems as well. While reserve deputies in Florid must undergo a minimum of 770 hours of training, special deputies throughout the United Kingdom only undergo about 160 hours[5]. While the United Kingdom has a standardized training platform, it is unlikely that every district throughout the United Kingdom has the same demographics, attitudes, beliefs, etc., let alone the individual residents. Because of this, a more decentralized approach, similar to that of the United States, in addition to added training, would appear to be beneficial to the confidence of special deputies.

5. Conclusion

Volunteers will continue to play an important role in policing for both the United States and United Kingdom. Unfortunately, comparative research on this topic remains

rather small[5]. However, the findings were significant contributions to the existing literature. There are a few major differences between these aspects of the policing system for both countries. First, the decentralized system in the United States does not have a standardized recruitment or training procedure. However, there are minimum requirements set forth by the individual state or federal agencies(e.g., the FBI, CIA, DEA, etc.). Within the United Kingdom, the centralized nature sets forth a standardized recruitment and training procedure that, for every department, is overseen by the government[5]. Aside from the nature of the policing system, when compared to reserve deputies in Florida, special constables(who are similar in function and power to reserve deputies) receive much less training. Further, special constables echo this reality in their self-reporting, where far fewer special constables believed their training to be adequate in preparation for police duties compared to reserve deputies in Florida(3.2% vs. 37.5%). Additionally, special constables were less confident in their ability to conduct interviews and administrative tasks[5].

While the lack of research on this topic is alarming, a few recommendations may still be made. First, while a centralized policing system may streamline the selection and training of its officers, it may be too rigid of a structure to adequately address the individual communities that are served. Relatedly, every special constable receives the same initial training. This training is hundreds of hours less than the minimum training for reserve deputies in Florida. While this is not necessarily causal in and of itself, one cannot help but wonder if the same outcome would be had if training was increased.

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