

The Police, then Interior Review for the Forming of the Science of Law Enforcement; from its Beginning to the Change of the Political System

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Introduction

The periodical having been published since 1953 has accumulated valuable heritage in the follow-up of the daily practice of law enforcement, in forensic research, in the presentation of the results of jurisprudence and criminology meanwhile becoming not only a good magazine but also a real intellectual workshop.¹

Its legal predecessor, the Police Review was first published in January 1953. The Review, during its existence of more than half a century – adapting itself to the current state, government (or party, in certain times), interior and social expectations – effectively helped the professional training of the employees of the Ministry of Interior, the tracing, publication and perfection of the best domestic and international practices. It served well as a forum to meet, discuss and analyse domestic and international interior ministry, law enforcement and practical problems and experiences. Meanwhile it also strengthened the relationship and cooperation between the Hungarian law enforcement bodies.

As professor László Korinek, the editor in chief of the Interior Review noted in connection with the promising future of the reopened BM

¹ S. PINTÉR, *Hatvanéves lett a Belügyi Szemle*, in: *Belügyi Szemle*, No. 1, 2013, p. 5.

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Law Enforcement Leadership Training and Research Institute: “*Beyond the traditions of the first research institute it can build upon the knowledge accumulated during the 58 years of the Interior; then Police and from this year again Interior Review magazine; the forum that has always published the latest information beside enabling the collision of different opinions.*”²

As a kind of recognition of the decades’ of development of law enforcement the Law Enforcement Committee was formed in the XI. Economic and Jurisprudence Department of the Hungarian Academy of Science in 2007.³

The other, training and education branch of the science of law enforcement, the determining institute of the Hungarian law enforcement higher education, the Police College, which was autonomous for 41 years, became the Law Enforcement Faculty of the National University of Public Service, founded on 1st of January, 2012.⁴

The Police Review, its Beginning and How it Became the Central Review of the Ministry of Interior

We can look back on the materials published in the Police Review from January 1953 based on the notions of the more or less clean content of the science of law enforcement because compared to the history of a long hundred years of public administration, research on law enforcement “*Gained civil rights in the 1960s in the USA and Canada, and in the 1980s first in the UK and then in the most developed countries of the European continent. The urging need for law enforcement hit the young democracies in the Middle and Eastern Europe without much preparation together with other compelling factors at the moment of the change of their political system.*”⁵

² L. KORINEK, *Rendészet a tudásalapú kockázati társadalomban*, in: *Belügyi Szemle*, No. 1, 2011, p. 20.

³ G. VIRÁNYI, *A rendészettudományról – határrendészeti elfogultsággal*, in: G. GAÁL – Z. HAUTZINGER (Eds.), *Rendészettudományi gondolatok, (Írások a Magyar Rendészettudományi Társaság megalapításának egy évtizedes jubileuma alkalmából)*, Budapest 2014, p. 71.

⁴ G. VIRÁNYI, *Aktualizált gondolatok a rendészettudományhoz*, in: *A rendészettudomány határárkövei (Tanulmányok a Pécsi Határőr Tudományos Közlemények első évtizedéből)*, Pécs 2012, p. 23.

⁵ G. FINSZTER, *A közigazgatási és a rendvédelmi kutatások helye és perspektívája*, in:

As the effect of the extremely tense cold war politics which evolved by the beginning of the 1950s, in the domestic public life on the state level, the development and concentration of the power structures continued in the Ministry of Interior and the Police, similar to other armed bodies, like the Hungarian People's Army: "...the Council of Ministers published its decision on 5th November 1952, according to which the personal command system will be introduced again."⁶

The editorial board of the 98-page Police Review, first published in 1953, described the planned tasks of the magazine in the foreword of the first issue as follows: "*it should summarize all the experiences of the practice of police work. It is not a small task and a new task as well with which our police have not regularly dealt with and the absence of which can mostly be felt. [...] the experiences of the police work, the experience of the individuals, which did not become common knowledge and thus couldn't make work easier [...] One of the most important tasks of the Police Review is to satisfy the need of those wishing to learn and at the same time fight those looking down on theoretical knowledge and learning itself...*"⁷

The content of the freshly published magazine, the editor in chief of which being captain Pál Déri for decades, shows the most important fields of the police work of the time.

The magazine opens with an article by Colonel László Sebestyén, chairman of the editorial board entitled "Let us raise the level of management" and then it provided details about the cooperation of the criminal and guard service and the importance of criminalistics. Imre Kertész, who was also deputy editor in chief for a long time, wrote his first article about the planning of investigation as a necessary condition for success.⁸ This is how the magazine touched on the most important fields of public order, public safety and the organisational operation.

Belügyi Szemle, No. 1, 1998, pp. 34–39.

⁶ M. M. SZABÓ, *A magyar katonai felsőoktatás története 1947–1956*, Budapest 2004, p. 145.

⁷ EDITORIAL BOARD, *Előszó*, in: Rendőrségi Szemle, No. 1, 1953, p. 3.

⁸ *Ibidem*, *A tartalomból*, p. 1.

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After this the Review became more and more part of the activities of the organisation. According to the evaluation of its first year the magazine *“Was right to show [...] the frequent failures which can be experienced at the dispraise of the scientific and technical methods of law enforcement at some bodies”*.⁹

The atmosphere and secrecy is well reflected by the fact that the Review bearing *“Service use only!”* said *“...the magazine can be carried to one’s flat in order to study it but attention must be paid so that it does not get into the hands of those not concerned. The magazine must only be stored in an office room”*.¹⁰

As can be read, the Police Review, priced 5 forints, *“Became organic part of the police work undetected and without transition and also became the source of forensic and police analysis and studies”*. Its merits: it is close to the practical life, written by those who read it. The magazine is readable, its articles are interesting, colourful, they entertain but teach at the same time. The issues are versatile, the overall content is manifold. But according to the author, the ratio of the individual articles is not in proportion of the weight of the problems they bring up. He thinks there are not enough articles dealing with crimes against social property. He also says that the range of the authors is narrow and the foreign relations of the magazine are not deep enough, there are not enough articles of foreign reference.¹¹

The background of the Foundation of the Interior Review

This also was remedied by the top secret (!) order of the Ministry of Interior in 1962 (of the merging of the magazines of the interior and the foundation of the Interior Review). According to it *“In the future the higher level execution of the political-professional tasks of the Ministry of Interior have to be facilitated more”*. So, relying on the help of famous practical and theoretical professionals, a unified Interior Review was created by abolishing the former Police, Prison,

⁹ K. KUTIKA, *Egy éves a Rendőrségi Szemle*, in: *Rendőrségi Szemle*, No. 1, 1954, p. 4.

¹⁰ *Ibidem*, p. 96.

¹¹ I. HORVÁTH, *5 éves a Rendőrségi Szemle*, in: *Rendőrségi Szemle*, No. 1, 1958, p. 3.

PE and Sport Reviews – as they explained it at the time “*for the scientific level analysis and explanation of theoretical, political and professional issues*”.¹²

In the history of the era in Hungary, an important element of the consolidation of the domestic political situation after the 1956 revolution was that at the beginning of the 1960s János Kádár, first secretary of the Hungarian Socialist Workers’ Party, the newly organized state party of the Hungarian Workers’ Party after the beating down of the revolution, announced his principle “*he who is not against us is with us*”, allowing a more uninterrupted life for the “silent majority” (the non-active opposition).¹³

In this atmosphere of consolidation at the beginning of the 1960s there were intensive philosophical, literary, historical, religious and other debates.¹⁴

New magazines were published, the “Új Írás” in 1961 and the “Kritika” in 1963; critical life became more diverse.¹⁵

It is probable that the new Interior Review with its new content was meant to have a role as standard among the magazines. Because parallel to these processes, the reorganisation of the Ministry of Interior according to the new situation was put on the agenda as well. “*The new Interior Ministry structure, formed at the beginning of the 60s (the earlier system of departments were replaced by a system of main divisions, divisions, separate departments, departments and sub-departments) did not leave untouched the organisations responsible for informing either.*”¹⁶

Based on this, in April 1962 the Interior Ministry College discussed the situation of the professional level of the Interior Ministry’s magazines, concluding that the high-level execution of the tasks of the Interior Ministry have to be facilitated more with the help from the press.¹⁷

¹² Interior Ministry order no. 0023. (1962. 07.18.), http://www.abparancsok.hu/sites/default/files/parancsok/10_21_23_1962.pdf, [2014–08–14].

¹³ M. M. SZABÓ, *A Zrínyi Miklós Katonai Akadémia története 1961–1969*, Budapest 2008, p. 12.

¹⁴ *Ibidem*, p. 15.

¹⁵ J. GERGELY – L. IZSÁK, *A huszadik század története*, Budapest 2000, p. 440.

¹⁶ R. MÜLLER, *Belügyi Információs jelentések, 1964–1990*, in: G. GYARMATI (Ed.), *Az átmenet évkönyve 2003*, Budapest 2004, p. 148.

¹⁷ J. DEÁK, *Az állambiztonsági propaganda, annak kialakulása és fejlődése – nemzetbiztonság*

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According to the warnings written for the first two issues of the Interior Review in January 1963, the magazine does a good job if bravely fights the old views, the old practices and the incorrect methods and commits itself for the introduction of the up-to-date methods, based on scientific results and modern technical equipment widely in the field of the work of the Ministry. At the same time the magazine was required to be not only a professional magazine publishing training materials but also a forum for discussing theoretical and practical issues concerning interior work.¹⁸

It was a determining, quality step in the development of the scientific life when on 8th May 1970. The Interior Ministry College decided on the foundation of the Police College and the central organisation and control of the interior scientific work.¹⁹

As a tool for this, the Minister of the Interior designated the “Scientific Life” column of the Interior Review (as it was already used as a forum of scientific information). Starting with the 1977 January issue, the content and the extent of the “Scientific Life” column was expanded under the care of the Science Department of the Ministry of Interior. *“This is where we publish the articles and announcements that were written based on the organized research by the Ministry, scientific applications or other (e.g. voluntary) scientific work, if they can expect wider interest or debate provided that they do not contain any state or service secrets [...] The most attention is paid to the aim that the high-quality studies facilitate – directly if possible – the interior work.”*²⁰

In the Review an “Information” or “Foreign Observer” column was created for the review and publication of the Hungarian translation of the previously missed foreign-related articles. Its aim was to inform the leaders

és civil kapcsolatok, in: Társadalom és honvédelem, a Nemzeti Közzolgálati Egyetem tudományos folyóirata, No. 3–4, 2013, p. 410.

¹⁸ J. PAP, *A Belügyi Szemle elé*, in: Belügyi Szemle, No. 1, 1963, p. 12.

¹⁹ J. BODA, *A tudomány, az állambiztonság és a nemzetbiztonság szolgálatában*, in: G. GAÁL – Z. HAUTZINGER (Eds.), *Rendészettudományi gondolatok, (Írások a Magyar Rendészettudományi Társaság megalapításának egy évtizedes jubileuma alkalmából)*, Budapest 2014, p. 104.

²⁰ L. SZALMA, *A Tudományos élet rovat új célkitűzései*, in: Belügyi Szemle, No. 1, 1977, p. 48.

of the Ministry of Interior and the permanent authors of the Review by publishing significant articles in the foreign press for those “*trying to realise the increasing scientific needs in their theoretical or practical work*”.²¹

Theoretical Articles and Articles analysing the Practice of Enforcement for the Scientific Professional Work

The numerous articles published on almost 70,000 pages during the first four decades of the Review’s existence, considering the length limits of this article, should be reviewed based on the two, more or less clear approaches of the development of law enforcement:

1. “*It is the task of law enforcement to explore the right, the organisation and the operation of law enforcement by an interdisciplinary approach...*”²²

2. “*...members of law enforcement interpret it as a targeted sum of state, local governmental, social, business and citizen activities in connection with public order and public safety.*”²³

The intentions of professional and civil organisations of law enforcement in the past decades arrived to an important point in 2012 when the Hungarian Accreditation Committee “*recognized law enforcement as a branch of science but at the same time found it necessary to elaborate on its formal and content requirements*”.²⁴

The Police Review always tried to cover the entire scope of police work. Studying the issues of the Review it can be concluded that its articles served the training and scientific-level work as the leaders of the Ministry

²¹ INTERIOR REVIEW PROSPECTUS, *Kiadja a BM Tanulmányi és kiképzési Csoportfőnöksége*, No. 1–2, 1963, Előszó, p. 3.

²² KORINEK, p. 18.

²³ F. JANZA, *A Magyar Rendészettudományi Társaság megalakulásának előzményei, a Társaság szervezeti és működési céljai*, in: *Határrendészeti Tanulmányok*, No. 2, 2004, p. 11. Z. HAUTZINGER, *Rendészettudomány és rendőri kutatás*, in: *Belügyi Szemle*, No. 1, 2011, p. 33.

²⁴ J. SALLAI, *A rendészet fogalmának kialakulása és történetének áttekintése*, in: G. GAÁL – Z. HAUTZINGER (Eds.), *Rendészettudományi gondolatok, (Írások a Magyar Rendészettudományi Társaság megalapításának egy évtizedes jubileuma alkalmából)*, Budapest 2014, p. 55.

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of Interior clearly saw that the publication of the experiences of the newly created organisation would facilitate the successful operation of the whole police body. *“Their extensive publication will allow more and more people to gain up-to-date practical and professional knowledge.”*²⁵

Even the first article of the topic of crime, law enforcement and criminalistics states: *“the criminal service can not successfully fight crime by itself if it does not heavily rely on the guard duty and those responsible for an area. This fight can not be successful if the police stations do not become active parts of the law enforcement work.”*²⁶

It is interesting to compare today’s law enforcement technical equipment and the forward-looking article of the research engineers of the Telecommunications Research Institute in the closing issue of the first year of the Review. The article²⁷ recommended the potentials of the Doppler-principle for speed measurement, the electromagnetic sound recording, the infrared light against forgery, spectral analysis to determine material composition, the electronic facsimile machine (TV), the burglar alarm, radio-telephone, the light telephone and the X-ray radiation.

In the Review the column dealing with the issues of criminalistics had a prominent role from the point of view of scientific professional work. The articles presenting the modus operandi of crimes, the results and problems of the branch of science studying the methods used in their investigation as well as the research of the best domestic and foreign professionals greatly facilitated the practical work. Dealing with the science of criminalistics in the review was a significant step in the acceleration of the general development of police work. The quality articles allowed the practical application of the new results in police work. They meant a step forward in the forming of new methods in crime prevention.

²⁵ I. KOVÁCS, *A Belügyminisztérium központi sajtójának első évei*, in: *Belügyi Szemle*, No. 1, 1980, p. 62.

²⁶ G. RUDAS, *A bűnügyi és az őrszolgálat együttműködésének néhány kérdéséről*, in: *Rendőrségi Szemle*, No. 1, 1953, p. 25.

²⁷ G. RÁTKAI, *Fizika a kriminalisztika szolgálatában*, in: *Rendőrségi Szemle*, No. 12, 1953, pp. 12–22.

The articles of the Review covered almost all areas of criminal work showing, in connection of the protection of “social property” (which served as the basis of the political system), the problems leading to the committing of crimes and the measures that the competent leader of the field should have done in order to prevent the given crime from happening.

The public policy protection column, based on its nature, in the first period was seeking to collect previous experiences and publish them in order to raise the level of work. It provided the police officers working in the field with professional advice, which helped them make their links closer with the people and official bodies in their area.

The magazine regarded the clarification of the legal issues linked to professional work as one of its important tasks. It published useful studies, for example it showed some issues regarding the differentiation between civil procedure and prosecution in the field of public order and safety. The magazine took significant steps in order to build a direct, cooperative relation with its readers. Public discussions were organised to inform the readers about their job, editing concepts and ideas. *“The readers taking part in the discussions, beside the praising words, expressed their wish that the editors of the Review ask for as many articles as possible from the field of practice.”*²⁸

The Interior Review – according to the task system of the Interior Ministry then – had two constant, emphasized columns for state security issues, named “State Security Articles” and “From the History of Secret Wars”.²⁹

The magazine, in its theoretical articles – just like its predecessor – paid special attention to the theoretical and practical problems of criminal tactics, criminal methodology, public order and safety, traffic and administration, criminology, criminal psychology, law, organisational theory and training-education as well as certain special fields like the border police and fire regulators.

²⁸ KOVÁCS, p. 63.

²⁹ J. DEÁK, Az állambiztonsági propagandától a nemzetbiztonságig – a Belügyi Szemlében megjelentek tükrében Rendvédelem, a Belügyminisztérium Oktatási, Képzési és Tudományszervezési Főigazgatóság online folyóirata, 2013/3 szám 20, <http://www.rvki.hu/images/downloads/rentudfoly/2013.%20vi%203.%20szm.pdf>, [2014–07–17].

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The Outlining of the Theory of Law Enforcement

In the Review the amount and quality of the articles studying the theory and practice of law enforcement on a scientific level went according to the requirements of the orders of the Ministry aimed at intensifying the professional-scientific activities. Soon analyses of the interior studies on the professional experiences were published. For example, there was a study on the approved 5-year research plans of the interior research centres.

Because crime is a complex social phenomenon, one element of complexity is interdisciplinarity. The researchers found 19 knowledge areas in the criminal topics of the plans. Political science was found in 43% of the plans but there were others in decreasing ratio: sociology, psychology, criminology, management theory, criminalistics, pedagogy, philosophy, criminal law, engineering, systems theory, information theory and physical sciences, the ratio of which is only 10%. Statistics, prediction, military science, science organisation, government-jurisprudence is represented in even smaller ratio. 60% of the topics were partly based on knowledge that could not yet be classified.

Taking a different approach, the interdisciplinarity of the criminal topics is the following: 1.3% of them cover 1 knowledge area, 16% cover 2.22% cover 3.30% cover 4.13% cover 5 and 10% cover 6.³⁰

The scientific research within the Ministry of Interior had its traditions and results in the fields of technology, natural science, medical research etc. However, research in the field of social sciences remained in the background until the early 70s, which later proved to be one of the negative features of the entire scientific life in Hungary. The leaders of the Ministry of Interior took steps in order to find out the reasons behind this relative failure in time and urged the development of the research of social sciences.

A ministerial order in 1973 for example emphasized the duty of the interior research centres to provide the appropriate place and room for the social scientific research that directly facilitate service tasks. The results of the

³⁰ P. VÉGVÁRI, *A belügyi tudományos kutatás néhány elméleti kérdése*, in: *Belügyi Szemle*, No. 12, 1976, pp. 38–44.

research were reflected from 1978, half time of the planned research length. Many conferences and talks were held among the research centres to discuss certain topics and exchange their experiences in social science.³¹

The Interior Review, during its activities, tried to facilitate the constitutionalism of the interior work, publishing views that were different or opposite the official one. Such was the article of István Szikinger, published in the 7th issue in 1986, in which *“the author rejected the opposition of efficiency to legality, practically supporting the justification of the demand for the principle of necessity and proportionality requiring welfare rights”*.³²

Many publications, among them of the field of social science and of the complexity of the interior activities and the interdisciplinarity of its research lead to the notional questions of the science of law enforcement, according to which the law enforcement bodies should first seek to clarify the notions in the field. *“I consider law enforcement all the activities aimed at the continuous maintaining of the constitutional, law-based inner order of the country. It is obvious that the maintaining of public order and safety does not mean the work of the police or other law enforcement body alone. Regarding the Interior Ministry bodies, the control and coordination activities of the border guard, the national fire brigade, the civil defence and the administration are also meant here.”*³³

The Promotion of the Scientific Research of the Ministry of Interior

Beside the above mentioned fields the Review promoted the best theory and practice in its more general columns as well. Such were the service experiences, old murder cases from the experiences of experts, the history of the police

³¹ L. SZALMA, *Az állam- és közbiztonságról szóló vita tanulságai*, in: *Belügyi Szemle*, No. 1, 1980, p. 52.

³² L. KORINEK, *Rendszerváltás a belügyben*, in: G. GAÁL – Z. HAUZINGER (Eds.), *Rendészettudományi gondolatok, (Írások a Magyar Rendészettudományi Társaság megalapításának egy évtizedes jubileuma alkalmából)*, Budapest 2014, p. 43.

³³ S. OPÁL, *A rendvédelem néhány tudományelméleti és fogalmi kérdése*, in: *Belügyi Szemle*, No. 6, 1992, pp. 47–49.

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force. To widen the professional theoretical knowledge, it extensively made use of the proven methods of the press like information, news, interview, press review, reflexion, book review, forum, application etc.

The editors of the Review, regarding the methodological aims of the “Scientific Life” column, tried to consider the usefulness of the articles of the column as much as possible.

Because it was necessary and important to inform about the results of the interior scientific activities but some of this information proved to be extremely inefficient, just like the otherwise recognizable attempts or the peripheral topics that raised little interest. They tried however to provide the most ground to service experience, investigation descriptions and the introduction of new solutions if they provided useful information. To assess their practical value “*to include social control, the Reflexion column was created*”.³⁴

Partly because of the efficiency of the Scientific Life column of the Internal Review, the scientific student circles of the Interior Ministry gained a more and more important position. They can be regarded as the first step in the education towards scientific work and the pre-workshops of the scientific activities of the future, helping the forming of a scientific point of view and serving as a basis for researchers.³⁵

But the scientific activity is strongly affected by social conditions. That is, the level of performance of an organisation or research group does not solely depend on the available financial and technical resources. The social conditions, affecting the performance, on the other hand, do not have a “fatalistic” effect. The positive or negative effects of all factors depend on the conditions and processes that are typical at a workplace. The unfolding of the positive effects specifically requires leadership. The researches on the effectiveness of the research work may indirectly contribute to the increase of the efficiency but the effect of the processes taking place in the leadership directly is decisive.

³⁴ L. NYERGES, *Olvasói vélemények a folyóirat cikkeiről*, in: *Belügyi Szemle*, No. 10, 1981, p. 40.

³⁵ J. KOVÁCS, *Az oktatás és a tudomány egysége*, in: *Belügyi Szemle*, No. 10, 1981, p. 41.

“It is confirmed by studies that the effectiveness of the leadership of the researchers depends primarily on how much the leader considers his/her methods and strategies a problem to be continuously rethought and how much he/she measures his/her leading activities to the processes arising among the researchers because of those activities.”³⁶

Summary

The Interior Review, during its evaluated fur decades – flexibly adjusting to the then current political and social requirements –, effectively facilitated the professional training of the employees of the Hungarian Ministry of Interior bodies, the tracing, perfection and publication of the best domestic and international practices by the discussions it initiated. It served as a useful forum to meet, discuss and analyse domestic and foreign interior, law enforcement-theoretical and practical problems and experiences. In the meantime it facilitated the cooperation and work relations of the Hungarian law enforcement bodies.

The Review and its professional-scientific activity played an important role in the forming and deepening of the interior activities subject to the modern rule of law.

By its published professional-theoretical articles the Review significantly contributed to the forming and promoting of the set of notions of law enforcement even up to the change of the political system.

The authors, recognised in Hungary and by the international professional public, promoted the birth of the science of law enforcement as a new discipline.

Besides, its responsible activities played an important role in the promotion of the constitutionalism, giving ground to views that were different from or even openly opposite the official one.

³⁶ J. ANDICS, *A kutatómunka hatékonyságának néhány társadalmi feltételéről*, in: Belügyi Szemle, No. 2, 1981, p. 50.

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Abstract

The Interior Review, as a professional-scientific forum, from its beginning to the change of the political system, facilitated the professional training of the employees of the Hungarian Ministry of Interior bodies, the tracing, professional processing, publication and perfection of the best domestic and international practices and experiences and thus the forming and development of the science of law enforcement. The Review and its professional-scientific activity played an important role in the forming and deepening of the interior activities subject to the modern rule of law.

Keywords

Police review; Interior Review; Public Policy; Public Safety; State Security; Rule of Law; Law Enforcement Theory; Science of Law Enforcement