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## HIGHER POLICE TRAINING AT THE UNIVERSITY LEVEL

Donal E. J. MacNamara

Professor Donal E. J. MacNamara is in charge of the Law Enforcement Program in the School of Public Administration of the University of Southern California—a program which he describes in the accompanying article—and holds degrees from both Columbia and New York University. During World War II Professor MacNamara attended the Infantry School, the Military Police School, and the Air Intelligence Staff Officers Course, Air University, and saw duty in North Africa and Europe as a Military Police and Intelligence Officer. Upon release from military service he joined the faculty at Rutgers University (the State University of New Jersey) and served at that institution until accepting his present appointment.—EDITOR.

Police training and police education in the United States have assumed a variety of patterns; patterns which, while wholly different in organization and philosophy, exist side-by-side and must be considered in any discussion of a specific police training program. The basic American pattern is the local police academy, operating continuously or intermittently, and offering principally a program of recruit training. More and more frequently in recent years these recruit training courses have been supplemented by specialist training, refresher courses, and advanced officer programs. Scarcely a large municipal or state police unit lacks a training director and some training staff and facilities. Many of the smaller police organizations have outstandingly meritorious training programs; and there is an encouraging tendency toward joint utilization of the same training facilities.

Superimposed upon this basic pattern of police training are a variety of programs which have been developed in the last twenty years. These programs are designed to supplement the basic recruit instruction offered in the local police academy; to furnish advanced training, and particularly specialist training, difficult to provide economically or efficiently at the local level; and to give basic training to police officers in organizations which have been unable or unwilling to plan and finance programs of their own. Among these supplementary training patterns may be mentioned:

1. The correspondence course sponsored by The Institute for Training in Municipal Administration;
2. The local and regional institutes offered by the Federal Bureau of Investigation and by some educational agencies (e. g., The California Peace Officers Training Program sponsored by the California State Department of Education);
3. Cooperative arrangements for short training institutes

jointly presented by a law enforcement agency and a university of which the police courses developed by Rollin Perkins and Richard Holcombe at the University of Iowa are excellent examples;

4. Longer institutes for the intensive training of experts and leaders in particular police specialties such as the Northwestern University Traffic Institute and the Delinquency Control Institute of the University of Southern California;
5. The outstanding program offered by the Federal Bureau of Investigation at the National Police Academy;
6. And finally the pre-service police training programs pioneered by August Vollmer and now carried on at the University of California, the University of Washington, San Jose State, Michigan State, Fresno State, Washington State, and several other collegiate institutions.<sup>1</sup>

Twenty years ago, the School of Public Administration of the University of Southern California, stimulated by the successful experiments of August Vollmer and in response to a demand from ambitious police officers in the Los Angeles area, entered the field of police education. In the ensuing years there developed at the University of Southern California a program of higher education for law enforcement officers which fits into none of the familiar patterns, and which is based on a concept of police education and a general educational philosophy somewhat at variance with earlier approaches. This philosophy was not developed a priori, and the police program built upon it; rather the philosophy and the program evolved together, interdependent and inseparable, and both dependent for their vitality on the character of the community in which they have functioned.

Law enforcement education at the University of Southern California is not a substitute for recruit training by the police agency; neither is it refresher training. It does not aim at producing a continuing supply of criminalists, fingerprint technicians, firearms experts, or other police specialists. Though the pre-service trainee is not actively solicited, the necessity for a thorough pre-professional university education for prospective police, prison, probation, parole, and other law enforcement careerists receives major attention and individual programs, keyed to the experiences and interests of such students, are carefully constructed by members of the law enforcement faculty.

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1. Notably absent from the American scene are the cadet programs common in European, Asiatic, and South American countries and experimented with somewhat briefly at Hendon Police College in England prior to World War II.

On the positive side, the University of Southern California program is one of advanced in-service training, built upon a sound preliminary liberal arts education and actual law enforcement experience, with emphasis, certainly, on a planned, rounded, and continuous course of studies in police science, administration, procedures, and techniques; but with equal emphasis on sound training in public administration, the social sciences, and the myriad offerings available in all fields of human knowledge.

The courses and programs in law enforcement lead to degrees and certificates. They are geared to the advancing levels of responsibility and authority which devolve upon the professional police careerist as he ascends in the police hierarchy. Implicit in the program is the necessity for demonstrating professional and technical competence of a high order, and all-pervading is the search for an appreciation of the role of the police mechanism in modern society, the relationship of the police arm to the governmental process, the impact of the police, for good or evil, on societal sub-groups and what Arthur Millspaugh has called "a rational appraisal of the relation of policing to democracy."

Let us now consider in somewhat more specific fashion the facilities utilized, the courses and programs offered, the faculty, and the student body—each a fundamental element in this police educational experiment. Physical facilities are an important part of the educational process. Classrooms, libraries, laboratories, a plentiful supply of police equipment of all types, and especially opportunities for observation of and participation in special police procedures are basic necessities. To meet these needs all the facilities of a large, urban university have been made available, and, more important, a large number of non-university agencies have generously assisted. Among the latter must be especially mentioned: the Los Angeles Police Department, the Los Angeles County Sheriff's Department (largest in the country), the Municipal Reference Library with its large and growing collection of police literature, the 40-odd smaller police bodies in the area, the Federal Bureau of Investigation and other Federal enforcement agencies, the California Adult Authority, the California Youth Authority, the various police organizations, and many other public and private groups.

Classroom space has been procured in buildings adjacent to the Civic Center, in police division headquarters, and in other public buildings to meet the needs of officers unable to attend sessions on the campus; police laboratories, records and communications centers, and all types of police equipment from Keeler polygraphs and emergency service trucks to handcuffs

and riot sticks, the complete operating facilities of police units both large and small have been continuously utilized. This utilization of the actual police equipment and facilities under police operating conditions is preferable to the provision of these items by the university since it emphasizes the working applications of each item and with so many agencies, with such different roles and jurisdictions, cooperating, insures an introduction to the widest variety of devices and methods in an almost infinite number of police situations. The composition of the faculty and student body, as will be outlined below, make such mutually pleasant and profitable cooperation possible.

The law enforcement offerings at the University of Southern California may be divided for descriptive purposes into five programs and seven groups of substantive materials although such a division implies an artificial inflexibility which is not characteristic of the program in operation. Briefly, and not in order of their importance, the programs include.

1. The basic Bachelor of Science degree with law enforcement as the field of concentration—prerequisite is a two-year liberal arts background—the course-work is entirely in the upper division (junior and senior years) and consists of three planned groups of courses of approximately equal proportions: 20-units of public administration, 20-units of police science and administration, and 20-units of broadening social science electives (or a special group of courses designed to give the student mastery of a related field, e.g., psychology and laboratory science).
2. The graduate programs upon which increasing emphasis is being placed in terms of the future role of the university in the police educational field. These programs lead to the degrees, Master of Science in Public Administration, and Doctor of Public Administration, and in cooperation with other departments of the university, Doctor of Philosophy. Emphasized in this graduate approach are personal and professional maturity, administrative ability, and demonstrated capacity for original thinking and research in the law enforcement field.
3. The Certificate in Public Administration with law enforcement as the major field is offered to mature police officers who are not in a position to become candidates for a degree. Award of a certificate entails successful completion of a two year course of studies including a basic core (English, Public Speaking, Municipal Government), a major group of six or seven police courses, and a required public administration unit including line and staff functions, personnel and financial administration, and related subjects.
4. The Student Officer Program in Law Enforcement and Police Administration is an experimental program, unique in character, developed in cooperation with law enforcement agencies in Los Angeles County. It parallels the Bachelor of Science offering in its two year liberal arts prerequisite and in the content of the two years of upper-division work. By arrangement with the

local police agencies, however, the student, who must be a regularly appointed police officer, works for his agency on a half-time, half-pay basis, and attends classes on a regular three-day-a-week schedule, completing the degree requirements in slightly more than two years.

5. This is not a program but rather an offering by the university, for police officers and others qualified to pursue such training, of a wide selection of courses in police techniques and procedures. Experience has indicated that a considerable number of police officers initially return to the classroom to pursue one or another of these specialized offerings, and, having once reentered school, realize the desirability of a planned program of advanced training and become candidates for a certificate or a degree.

The intensive specialized educational program offered by the Delinquency Control Institute for police officers assigned to work in the juvenile field will be the subject of a future article and need be mentioned but briefly here. A twelve-week, full-time offering, open only to police officers (or those engaged in related work) nominated by the chiefs of their agencies, is financed by a philanthropic grant which permits the award of full scholarships to all candidates finally selected to attend. Classes are limited to twenty students, and the program consists of a coordinated series of lectures, research, field studies, and discussions presented by expert consultants and a full-time staff in the fields of social, legal, administrative, and medical aspects of delinquency control.

The course offerings which provide the substantive materials from which the five principal program offerings are organized may be considered under seven sub-groupings:<sup>2</sup>

1. Foundation studies (e.g., Criminology, Juvenile Delinquency, Abnormal Psychology);
2. Orientation subjects (e.g., Psychology for Law Enforcement Officers, Introduction to Law Enforcement, the Administration of Criminal Justice);
3. The legal courses (e.g., Penal Code, Evidence, Criminal Procedure, Medical Jurisprudence, Probation Law, Traffic Laws);
4. The Administration and Organization courses (e.g., Police Administration, Police Systems of the United States, Administrative Aspects of Delinquency Control, Seminar in Police Administration);
5. The techniques and procedures (e.g., Police Investigation, Accident Investigation, Special Police Techniques, Forensic Ballistics, Police Photography);
6. The problems approach (e.g., Special Problems in Law Enforcement, Advanced Police Problems); and

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<sup>2</sup>In each program, it is not to be forgotten, is a required group of related courses in public administration usually amounting to twenty units and including line and staff functions, personnel administration, financial administration, and human relations in management.

7. Specialist training (e.g., The Identification of Questioned Documents, Scientific Analysis and Identification of Evidence).

The current bulletin on Law Enforcement and Police Administration lists thirty-six of these police courses, and since its publication permission to offer four additional subjects has been requested. The total offering of 106 semester hours in police courses is by far the heaviest police program available in the fields of law enforcement, police science and administration anywhere in the United States.

But physical facilities, courses and programs, while fundamental elements of a police educational program, are subordinate in importance to the quality of the police faculty. The problem of selecting and supervising a large teaching staff in a professional field which has only relatively recently awakened to the importance of academic attainments in its personnel recruitment programs is no easy one. A nice balance must be maintained between educational attainment and professional achievement. A staff of Doctors of Philosophy, none of whom had patrolled a beat, commanded a police precinct, set up a traffic plan, or investigated a murder would have little to offer the advanced police student and would find little acceptance. Similarly a staff of present or former police executives with little or no academic background, no training in educational methods, and perhaps none too familiar with the most modern police techniques, would be considered wholly inadequate for the task of building the foundations and framework of the new police profession.

Selection of the police faculty at the University of Southern California has been a cooperative procedure. Though final decision on appointments rests with the Dean of the School of Public Administration and the Educational Vice-President of the University, no appointments have been made without prior consultation with the leaders in the law enforcement field and with the Curriculum Advisory Committee. The three full-time police faculty members and thirty lecturers offering one or more courses in the law enforcement field hold more than fifty degrees from leading American universities and represent several centuries of law enforcement experience. They include in their number a deputy chief of the Los Angeles Police Department, the assistant chief of the Pasadena Police Department, and Captains, Lieutenants, and Sergeants holding responsible posts in the local police hierarchies. Nor does the university consider its duty met with the careful selection of its police faculty. A continuous program of professionalization is carried on with emphasis on

encouraging faculty members to seek advanced degrees; to participate actively in such professional organizations as the International Association of Chiefs of Police, the Society for the Advancement of Criminology, the American Society for Public Administration, and the American Prison Association; to serve on committees and panels at conventions; to publish in the professional journals;<sup>3</sup> to prepare teaching materials; and to engage in research in the law enforcement field. Each member of the police faculty is *ex-officio* a member of the Curriculum Advisory Committee which passes on all new police courses, discusses prospective faculty appointments, and advises the University administration on all law enforcement matters. Several are members of the Research Committee of the Delinquency Control Institute; one was a member of the Governor's Commission on Juvenile Justice; and many are officers of professional organizations. Every facility is extended to them for attending professional meetings—the author has just returned from the 79th Annual Congress of Corrections at Milwaukee; other members of the faculty attended the annual meeting of the California Peace Officers Association at Sacramento; and still others are planning to attend the Juvenile Officers Association meeting, and like gatherings in the near future. Faculty members regularly speak on law enforcement topics before local professional and lay groups. An important professional activity of police faculty members is the offering of advice and assistance to law enforcement agencies within the fields of their specialized competence—ranging from technical advice on the selection of new equipment, through the construction of examinations to select new police executives, to thorough reorganization of entire police agencies. In two recent civil service examinations for law enforcement positions, the oral examining boards consisted almost entirely of members of the University of Southern California police faculty.

Physical facilities are provided, courses and programs scheduled, and faculty members appointed to serve the needs of the student body. Because of the basic philosophy of the law enforcement program, and, to some extent the metropolitan location of the university, the student is typically a mature individual, a full-time law enforcement officer (or engaged in a related activity such as probation, parole, prison, delinquency prevention), works for a public agency within Los Angeles County (Federal, State, County, and Municipal agencies are represented), is a junior college graduate or has two or more years of college

<sup>3</sup> See Gourley, G. Douglas, Jr. of *Crim. Law and Criminology*, 40(1):75 (May June, 1949); Simon, Richard, Jr. *C. Law and Crim.* 40(4): 507-18.

training either at U.S.C. or another institution, intends to make law enforcement his career, is a veteran of the armed services, and takes an average of two courses each semester. The majority are candidates for the Bachelor of Science degree, with candidates for the Certificate, the Master's degree, and the five candidates for doctorates following in that order. Among the graduate students are several from other states and four from foreign countries. Students from other divisions of the university, especially those majoring in psychology, sociology, education, social work, and journalism, occasionally take a law enforcement course as an elective, but the typical class is made up almost 100% of police students. This is especially important in the technique offerings for there is a faculty awareness of the undesirability, if not the danger, of indiscriminate dissemination of information on police procedures and techniques to persons not in the police profession.

Great emphasis is placed on career planning and faculty guidance for students at all levels. The university and the police faculty have a lively awareness of the problems inherent in a program of professional education for law enforcement officers. The danger of vocational maladjustment for the police officer who attempts to compensate for physical or psychological defects by over-training is ever in mind; the floundering, immature individual who seeks in the police field the sensations and satisfactions emphasized in detective fiction, the sadists and other psychopaths and neurotics who are attracted to the law enforcement profession, and those obviously unfitted by appearance, physique, or personality are discouraged from pursuing further police studies and their attention is directed to fields in which their defects will not be disqualifying. These problems are less important in the advanced in-service type program offered at U.S.C. than in the pre-service programs which receive their students unscreened by a law enforcement agency and at a relatively immature age—yet there are a sufficient number to warrant continuous faculty attention.

There are other problems encountered in offering so heavy and so varied a police educational program. Among these are the lack of adequate textual materials, difficulties in scheduling of classes because of the 24-hour a day nature of police work, paucity of visual aids, and the tremendous expenses involved which make necessary substantial tuition rates and restrict the number of scholarships which can be made available. This latter problem has been alleviated somewhat by the rather high percentage of veterans among the younger police officers, by enlightened communities underwriting the expenses of their

police students, and by philanthropic grants such as the one which supports the Delinquency Control Institute. The scheduling difficulty has been met by the provision of identical and interchangeable sessions of the important courses. The development of new and better texts and teaching aids receives special attention. These are problems of an administrative nature, and while they cannot be ignored are secondary to curriculum problems.

The Curriculum Advisory Committee, the Research Committee, and the Law Enforcement Advisory Committee, made up of police executives, the police faculty, and senior staff members of the School of Public Administration, as well as criminologists and other specialists, are continually assessing the law enforcement program—suggesting new courses, eliminating ones of doubtful value, watching for duplications or overlapping, and planning for the future. Planning for the future includes making the University of Southern California the center of higher police training not only for the Pacific Coast area, not only for the United States, but an international center of post-graduate police education and research which will attract police officials, criminologists, prison administrators, and law enforcement specialists from all over the world. Current discussions include consideration of appointing outstanding police executives as visiting faculty members for one semester or for an academic year; exchanging faculty with other universities, both in this country and abroad, offering police training programs; establishing a center for advanced research in police problems, techniques, and equipment; and encouraging the publication of texts, monographs, research findings, and performance manuals in the law enforcement field. This planning is neither competitive nor propagandistic—the University of Southern California seeks to supplant no other institution or agency in the police educational field, nor has it any special organizational system, technique, or piece of equipment to sell. The advice, assistance, suggestions, and criticisms of all practitioners in the law enforcement field and of all specialists in police education are earnestly solicited. Though proud of its advanced in-service training program for police, though convinced of the soundness of its current approach, the police faculty recognizes that all educational programs need continuous reappraisal to keep them flexible, to keep them responsive to the needs of their students and of the communities which they serve, and to keep them abreast of the latest developments, the most modern techniques, and the administrative and organizational advances in the rapidly developing law enforcement profession.