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ADMINISTRATION OF CRIMINAL JUSTICE: AN EDUCATIONAL DESIGN IN HIGHER EDUCATION

FRANK D. DAY

Professor Frank D. Day, School of Police Administration and Public Safety, Michigan State University, East Lansing, Michigan, began his career with the New York City Police Department in 1931. In 1952 he retired with the rank of lieutenant and served a year with the U. S. Civil Service Commission as an investigator. In 1953 Professor Day joined the staff of the Southern Police Institute and subsequently was appointed to the staff of Michigan State University. An associate editor of this Journal, he has published several articles in this journal and in other professional publications. He is author of *Criminal Law and Society* (1964) and co-author of *Introduction to Law Enforcement* (1962).

—EDITOR.

Since 1935, for thirty years, the School of Police Administration and Public Safety, Michigan State University, has been dedicated to the education of young men and women for careers in law enforcement. It was evident, then, to a few forward-looking individuals that, just as war is too serious a business to be left entirely to professional soldiers, so is the education of people responsible for the maintenance of "ordered liberty" too serious to be left entirely to standards set by civil service commissioners and police executives.

But it has been difficult to convince many college and university administrators of that fact. They have hesitated to place an academic seal of approval on a curriculum which appears, to the uninitiated at first sight, to be too vocational to be housed with traditional college disciplines. More and more educators, however, are beginning to appreciate that more than vocational skills are at work in any area of the administration of criminal justice. They know that we must have both police and philosophers; they know that unless we provide quality education for both, neither our liberties nor our ideas will remain free.

Today if a police officer is to carry out his duties efficiently and intelligently, he must be a social scientist. It is necessary to get a complete man who has an understanding of his society and its people—a sense of perspective that can come only from a broad, general education. And the higher he goes in rank, the more he needs to know about people and their institutions.

He must also understand the art of administration. But more than that is needed. He must be more, in other words, than a good technician to be a "professional." His education must in-

clude professional courses that meet the test of academic respectability.

In the early years of the School of Police Administration and Public Safety, the law enforcement administration curriculum was the only program of study offered by the school. To this day it continues to be regarded as our most important program. It has attracted more students, from year to year, than any other program; it is our major concern because it is our firm belief that American law enforcement must secure a sufficient share of the better educated section of the community.

In providing quality education, however, we are equally concerned with other major areas of study that encompass the operations of different public and private agencies which are charged with crime prevention, preserving individual liberties, and protecting life and property. This is evidenced in the definition of the ultimate objective of the school which "is to provide a basis for academic and professional careers in public and private service identified with the administration of criminal justice."

Our faculty has always felt that university training in those areas must strike an acceptable balance between true higher education and vocational training. But in recent years, in particular, courses have been purged, as much as possible, of vocational trappings.

The school is concerned only incidentally, if at all, with turning out graduates for service at the level of execution. They can do that competently after receiving firearms instruction and similar training that mark recruit training programs. The curriculum is not oriented that way. It is

structured, largely, to enable graduates to cope with complex social problems, to be integrated rapidly by an agency and, in turn, enable them to earn early advancement to supervisory and managerial positions.

Their professional courses and courses in supporting disciplines are designed mainly to develop their potentials as future administrators, because administration is the weakest link in American law enforcement. This, as we see it, is the major challenge.

A SHORT HISTORY

Only a short history of the school will be given. Not that it is unimportant. But the present and future are more important.

When the school was established (as a Department) in 1935, authority was granted to confer the degree of Bachelor of Science in Police Administration. Since then additional courses of study have been established which, at the end of the 1963-1964 academic year, comprised six major areas. The same degree is awarded, however, regardless of specialization, as was authorized in 1935.

In 1955, after twenty-one years of experience with our undergraduate studies, a graduate program was established. The degree of Master of Science in Police Administration is conferred on candidates who successfully complete the requirements prescribed for the degree. Major areas of study parallel those offered at the undergraduate level.

Policy and curriculum, at both the undergraduate and graduate level, have been under frequent review during the past ten years. After approximately four years of intensive study of the undergraduate curricula and future societal needs, a faculty committee presented recommendations which the faculty accepted, with some changes, during the 1964 winter term. The new program, for the most part, has been approved by appropriate authority at higher university echelons. Most of it was implemented at the beginning of the 1964 fall term.

The graduate program has been subjected to somewhat similar review. Innovations in it, however, pertain mainly to increased graduate course offerings and in giving a student an option of meeting a thesis requirement.

CURRICULUM

Undergraduate Program: Reorganization of this program has resulted in decreasing major areas of study from six to three. They consist of: (1) Law Enforcement Administration, (2) Correctional Administration, and (3) Security Administration. Dropped from the program as separate entities are major areas of study in: (1) Police Science (or Criminalistics), (2) Delinquency Prevention and Control, and (3) Traffic Highway Administration. But the programs have been retained as subdivisions under the Law Enforcement Administration program. Consequently, they are still available to students as areas of specialization.

The program is built upon the foundation of University College courses (forty-five credits required of all students in the university) unified by a core of six police administration courses and a one-term field training program—required of all students majoring in the school.

Police Administration Core Program:

Introduction to Law Enforcement	4 credits
Administrative Concepts	5 credits
Delinquency Prevention and Control	5 credits
Criminal Law	5 credits
Corrections	5 credits
Field Training	12 credits
Senior Seminar	4 credits
	<u>40 credits</u>
	Total 40 credits

The core program is designed to present fundamentals (both philosophical and academic) of social control which currently form the basis for the major areas of study in the school. It is broadened by the addition of electives to be taken in supporting disciplines and enriched by professional courses in depth.

One hundred and eighty credits of acceptable academic work are required for graduation. In addition, unless exempted, a student must take three terms (one-credit courses) of Health, Physical Education, and Recreation which do not count towards graduation.

Graduate Program: Despite its relatively short history of nine years, the graduate program of the school has moved ahead at a rapid pace both in quality and enrollments. Courses of study are designed specifically to further the capacities of

career people in the same areas of study that make up the undergraduate curriculum.

It represents new concepts, in our opinion, in the administration of criminal justice and provides a means to their implementation. The administration of criminal justice is viewed as one continuous integrated process from prevention of crime through release from all legal supervision with a common focus upon the prevention and control of legally prohibited deviant behavior.

Other Programs: In keeping with the land-grant philosophy of the university, the school has worked for the past thirteen years in cooperation with Continuing Education Service in what is called the Law Enforcement Training Program. In effect, this is a "short course" in-service training series for practitioners with responsibilities in the administration of criminal justice. During the thirteen years, 142 different courses of considerable variety have been provided in this program for over 3100 students—a majority coming from many Michigan communities, but some from other states and foreign countries.

Mandatory police training bills have been introduced in the Michigan Legislature for several years without much success. Three bills were introduced in the 1964 session. They were supported by the Michigan Association of Chiefs of Police, Michigan Sheriff's Association, Fraternal Order of Police, and by Governor George Romney. None of them, however, came out of committee.

The proposed legislation designated the School of Police Administration and Public Safety to coordinate the program. Passage of any one of the 1964 bills would have expanded the school's Law Enforcement Training Program considerably in the state. Recruit and in-service training programs would have been provided in nine geographically dispersed centers throughout the state.

Another interesting development occurred in 1964 when the School of Police Administration and Public Safety agreed to sponsor a correspondence course in police administration in cooperation with Continuing Education Service and the International City Managers' Association of Chicago. A qualified student may earn four college credits upon successful completion of the course. This came about as a result of the University of Chicago's discontinuing its Home-Study Department wherein a course in police administration had been offered for many years in cooperation with the International City Managers' Association.

Community service has long been a high priority

in the activities of the school. This has been particularly dramatized in the annual National Police and Community Relations Institute. This is a one-week conference held in May at Kellogg Center on the campus. The Institute has come to be recognized as one of the most significant educational experiences of its type in the nation.

No useful purpose would be served by an attempt to be all-inclusive in describing programs and activities in which the school is engaged. Those that have been discussed illustrate the reach of the overall program.

STUDENTS AND FACULTY

Students: The student is the school's most important asset. Whatever reputation the school earns—good or bad—will be the product of its student body. The faculty is proud of them; the faculty believes its students feel the same way about their faculty.

Since 1938, when the school graduated its first class, 1,189 students have earned a Bachelor of Science degree in Police Administration up to the beginning of the 1964 fall term. The Master of Science degree in Police Administration has been conferred upon 26 candidates in the nine-year life of the program.

Female students average about ten per cent of the student body. Their interests are in careers like policewomen, probation and parole officers, and social workers in public and private agencies.

Many students from other disciplines within the university show increasing interest in courses offered by the school. In September, 1964, for example, 62 of them were enrolled in a variety of police administration courses.

Annual enrollments in the undergraduate and graduate programs give a year-to-year picture of student interest in the kind of education that can be had in the School of Police Administration and Public Safety. Reliable data is unavailable about undergraduate enrollments during the first several years of the school's operations. Statistics do not include students enrolled in police administration courses who were majoring in other disciplines.

Undergraduate Program September Enrollments

1948	135	1956	372
1949	160	1957	371
1950	210	1958	335
1951	225	1959	334
1952	256	1960	359
1953	217	1961	337
1954	300	1962	313
1955	374	1963	339

Graduate Program September Enrollments

1956	14	1960	23
1957	18	1961	19
1958	25	1962	20
1959	26	1963	28

In September, 1964, there were 331 students enrolled in the undergraduate program and 49 in the graduate program. Michigan residents made up seventy-two per cent of the total. The remaining twenty-eight per cent came from out-of-state and from abroad. Twenty-six states and 5 foreign nations were represented. Two hundred and one, or sixty-one per cent of the student body, were enrolled in the Law Enforcement Administration Program.

The faculty has long recognized the more urgent need for college-trained people in municipal and state law enforcement services. This is frequently brought to students' attention. Nevertheless, most undergraduates—who take employment in a field in which they have prepared—accept positions in federal agencies or in business and industry. About 80 per cent of them have been recruited by federal investigation agencies of one kind or another and private industry.

Faculty: An academic unit is only as good as its faculty. Every effort is made to recruit and retain the very best teacher-scholars who can be attracted to the school. A high priority is given to the recruitment of outstanding young men.

Because no doctoral program, as yet, has turned out graduate students within the conventional field of police administration, an interdisciplinary approach is used to recruit faculty from the broad disciplines that constitute the social sciences.

But, generally, more than academic excellence is required of an applicant in making an appointment to the faculty. Academic instruction in the professional courses should be provided, as a rule of thumb, by instructors who have had some practical experience with the subject matter to be taught. A faculty with such experience adds a dimension to the school that plays an important role in the educational growth of students.

The full-time faculty members measure up, fairly well, to those specifications. Temporary instructors and graduate assistants are utilized in a very flexible fashion. The use of graduate assistants to teach certain courses has been weighed carefully. They have been used in teaching assignments, so far, in only a very limited way as few of them have the required qualifications to teach a course.

FUTURE EXPECTATIONS

More and more young people will go from high school to college. The dilemma is how to create a desire on their part to major in law enforcement or a related field. That motivation will depend, largely, on public attitudes. Practitioners appear ready to do their part. There are signs that more agencies will raise their recruiting standards to require two or more years of college.

Everything points to a moderate increase in the years ahead in enrollments in the undergraduate program. The outlook is better as to the graduate program. The school intends to be prepared.

Its program will be subjected to continuing review. Advice about programming will be solicited from academicians, practitioners, and laymen. No stone will be left unturned to improve the present program to keep it as a viable instrument to promote social control and public service.

Junior college administrators have showed foresight in establishing educational programs to prepare young people for careers in law enforcement. The movement is gaining in momentum. That is good. But problems have been created that must soon be resolved.

Procedures for the standardization and accreditation of programs, for example, must be established. The same holds true of four-year programs. California has done a great deal in resolving these particular issues. But the same cannot be said of most jurisdictions. The problems are national in scope.

It appears likely, however, that a great deal will be done at the national level in the near future. Agencies like the International Association of Police Professors and the International Association of Chiefs of Police are researching various questions for which answers need to be found.

The latter organization received a \$400,000 grant from the Ford Foundation on July 2, 1964, to underwrite a four-year program for improved standards in police education and training; and expansion of their law enforcement research information center. This program cannot reach fruition for a generation although portions of it will be immediately productive. Nonetheless, failure to begin now on this course will only further delay the time when the public may have reasonable assurance of universal professional service.

Research and publication are, of course, important functions of the school. Several members of its faculty are directing special projects in this

reference with financial grants from various sources. The faculty have published a number of books and have made many contributions to professional publications.

New avenues will be explored to find more ways to encourage and provide opportunities for them to engage in research and writing. This is essential if a faculty is to meet its obligations to a large university. No living discipline (or sub-discipline either) can afford to separate entirely research from teaching.

Teaching, learning, and research are not entirely intellectual activities. All three of them can be successful only to the extent that the teacher, the student, and the researcher learn something about themselves while learning about their subject matter.

CONCLUSION

It is submitted, by way of conclusion, that "educators above all others must give heed to the fact

that 'we cannot desire what we do not know nor can man achieve what he does not understand.' If true that 'Civilization, is a race between education and catastrophe,' and education fails to make men understand more about his duties under the law, the race may well be lost."

In short, the proper selection and training of young people for careers in fields like law enforcement, probation, parole, and corrections, will determine, very largely, the amount of individual freedom the people of these United States will continue to enjoy.

A university does, therefore, have an important role to play in the education of students for careers in the administration of criminal justice. Michigan State University, through its School of Police Administration and Public Safety, recognized this twenty-nine years ago.

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