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Charles L. Newman

Dorothy Sue Hunter

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EDUCATION FOR CAREERS IN LAW ENFORCEMENT: AN ANALYSIS OF STUDENT OUTPUT 1964-1967

CHARLES L. NEWMAN AND DOROTHY SUE HUNTER

Charles L. Newman is Head of the Center for Law Enforcement and Corrections at the Pennsylvania State University, University Park, Pennsylvania, and was formerly Director of the Division of Correctional Training at the University of Louisville, Louisville, Kentucky. He is a member of the Joint Commission on Correctional Manpower and Training, and his publications include *Sourcebook on Probation, Parole and Pardons* (2nd Edition, 1964) and co-editor of *Interdisciplinary Problems in Criminology* (1965).

Miss Dorothy Sue Hunter is a graduate assistant in the Center for Law Enforcement and Corrections and is working toward her M. S. degree in child development and family relationships.—EDITOR.

Within the past 3 or 4 years, a trend emphasizing education of personnel has emerged for the field of law enforcement. In the words of the Honorable William R. Anderson of Tennessee:

"Police and correctional agencies are human institutions in a rapidly evolving society which, like other institutions, must constantly adapt to changing times. The brisk trend of our society is toward higher levels of education; we must not allow the law enforcement professions to fall behind... We should not ask that the American law enforcement profession police a society to which it is educationally inferior, nor should any corrections officer find himself more than occasionally at an educational disadvantage in relation to his charges."¹

The importance, indeed necessity, of high quality law enforcement officers has finally been widely recognized; and a major drive to upgrade present and future personnel has begun. This trend has been marked by a growing number of educational programs for both in-service and pre-service personnel and an increased concern for improving and enlarging existing educational programs and for attracting well-qualified young people into the field. In addition, federal and state legislators have and are making encouraging attempts to establish and improve legislation regarding the functionings and standards of educational programs as well as making available financial aid in the form of scholarships and loans.

According to information presented in the August, 1966 issue of *The Police Chief*,² 128 educa-

¹ ANDERSON, WILLIAM R., *H.R. 188—The Law Enforcement Education Act of 1967*, THE CONGRESSIONAL RECORD, Jan., 1967.

² Police Science Programs of Universities, Colleges, Junior Colleges in the United States, 33 THE POLICE CHIEF, 50-64 Aug., 1966.

tional institutions presently offer programs in the area of law enforcement. These include universities, 4-year colleges, and junior and community colleges and involve degrees ranging from associate degrees to PhD's. By far the majority of these institutions are located in California, which has 61 such schools while her neighboring states of Oregon and Washington have 4 each as does Arizona. In the east, New York has 8, Ohio 6, and Pennsylvania 3. Florida leads the south with 7, and, in the midwest, Missouri and Michigan stand out having respectively 5 and 6 institutions which offer programs in law enforcement. This enumeration involved only established institutions of higher education and did not include "academies" which train law enforcement personnel.

The development of educational machinery to produce new and qualified entrants into law enforcement has not been without problems, however. Crockett, in a 1965 study of 2-year programs in law enforcement, points to the difficulty in attracting qualified high school graduates due to "the 'poor' police image and a tendency on the part of high school counselors to direct 'non-academic' students into law enforcement programs."³ Difficulties in recruiting faculty and in co-ordinating programs (e.g. junior college to university) are also incurred.

In an attempt to determine how many new people these varied educational programs were and are actually contributing to the field of law enforcement, The Center for Law Enforcement and Corrections of The Pennsylvania State University conducted a survey during the fall of 1966.

³ CROCKETT, THOMPSON S., *TWO YEAR DEGREE PROGRAMS IN LAW ENFORCEMENT*, St. Petersburg Junior College, 1965, p. 27.

Based on the afore-mentioned enumeration of "all known" institutions of higher education offering programs in the field,⁴ 128 educational institutions were contacted via a short survey form. This survey consisted of 5 questions:

1. How many graduates for each of the past 3 years ('64, '65, '66)?
2. How many of these were already employed in the field of law enforcement?
3. How many entered the field for the first time subsequent to graduation?
4. How many individuals are expected to be graduated in 1967?
5. How many of these are currently employed in the field?

As is obvious, these survey questions were designed to distinguish between the number of in-service as contrasted to pre-service personnel involved in these educational programs.

THE FINDINGS

Of the 128 institutions contacted 99 responded. Of those responding, 17% could not answer the questions because 1) their program was being organized but was not yet operational, or 2) their program was being re-organized, or 3) their program was relatively new and a) either they did not yet have a graduating class or b) they did not yet offer a degree. No reliable estimate of the number of people involved in this 13% of the total sample can be made. However, the majority of these programs are serving people already in the field of law enforcement.

Twenty-nine institutions (about 23% of the total sample) responded with partially answered forms. Of these, 6 may be qualified and considered to be fully answered. The most frequently unanswered questions were those pertaining to previous and subsequent fields of employment of graduates. The lack of this information is probably a result of these institutions not keeping records of such information on their students.

Based on the complete and qualified returns, it is evident that the great majority of people involved in educational programs are working toward associate degrees. In 1966, better than 1400 individuals completed associate degree programs in the field, and over 500 of these entered law enforcement for the first time subsequent to their graduation. This is better than a third of the entire group. As evidenced in table 1, the enrollment in this type of program has been steadily increasing over the past 3 years; and

⁴ Opus cited note 2.

TABLE 1
ASSOCIATE DEGREE GRADUATES
(Based on 99 institutions reporting)
(1964-1967)

	1964	1965	1966	1967
Total.....	912	1085	1430	1899
Previously in field.....	511	574	627	558
Entered field for first time.....	267	342	535	1341*

* Number to be potentially added.

TABLE 2
BACCALAUREATE GRADUATES
(Based on 99 institutions reporting)
(1964-1967)

	1964	1965	1966	1967
Total.....	391	449	537	473
Previously in field.....	47	55	123	188
Entered field for first time.....	61	83	75	285*

* Number to be potentially added.

almost 1900 individuals are expected to complete such programs in the spring of 1967—a significant increase of 33% over the 1966 total.

Baccalaureate programs, while having substantial numbers of enrollees, currently involve far fewer students than do associate degree programs. But, in terms of the general educational system, it is to be expected that each higher and therefore increasingly difficult step in the academic and professional ladder involve fewer but more select individuals. Table 2 shows a steady increase of graduates from 1964 through 1966 but a decrease in the projected 1967 total. More important, however, is the size of the group of those who do not enter law enforcement following graduation. This group accounts for about three-quarters of those not previously in law enforcement and for over half of the entire group. It is obvious that the important and necessary questions are those concerning what fields these people enter instead of law enforcement and WHY they do not enter the field for which they have prepared and in which they are qualified.

Note also in table 2 that a large proportion of expected 1967 graduates (about 40%) are already or were previously in law enforcement. This then would seem to support the idea that some already employed personnel are endeavoring to further

their education either in compliance with departmental demands or because they have recognized the importance and advantages of a baccalaureate degree. These will form the *avant-garde* of those raising the standards of personnel to a bachelor's degree by personally attaining this academic standard.

Information concerning graduates with master's degrees given in table 3 shows a repetition of the trends which characterized the bachelor's graduates. That is to say that in this group we see 1) an increase from year to year; 2) significantly smaller enrollment than those of less advanced degrees; 3) large proportion not entering law enforcement; and 4) the large number of '67 graduates already in the field.

PhD programs currently involve very small numbers of individuals: 3 "known" graduates in '64, 7 in '65, and 8 in '66 with all these being previously in the field. However, of the 6 expected 1967 PhD graduates, 3 are in the field, and 3 will be new entrants to the field. While these numbers are very small and consequently insignificant, the very fact that some new personnel with doctoral degrees in criminology or law enforcement are being added to the field is encouraging.

For an overview of information concerning graduates, reference to table 4 reveals a steady increase annually both in total number of graduates and in the number of graduates who actually enter the field as "new people". In 1965, the total number of new people entering the field from all degree programs accounted for a 29% increase over 1964; and in 1966, a 44% increase over 1965 was registered.

In terms of the present man-power needs and the educational background of those already employed in the field, the majority of the programs

TABLE 3
MASTERS DEGREES
(Based on 99 institutions reporting)
(1964-1967)

	1964	1965	1966	1967
Total	30	59	59	72
Previously in field	6	4	8	32
Entered field for first time	3	1	4	40*

* Number to be potentially added.

TABLE 4
ALL DEGREES
(Based on 99 institutions reporting)
(1964-1967)

	1964	1965	1966	1967
Total	1336	1600	2034	2450
Previously in field	565	638	763	781
Entered field for first time	331	426	614	1669*

* Number to be potentially added.

(i.e. 68) involved in the total sample of this study offered and conferred associate degrees designed to avail the most immediate results. And 65 of these 68 did so to the exclusion of any other type of degree. These degrees are obtained following the completion of the equivalent of 2 years of college credit, and thus junior and community colleges can and do advantageously offer such programs. In addition, this type of degree is frequently obtained through night school programs or a combination of in-service training and part-time academic work on a long term basis. It, therefore, affords law enforcement personnel a ready and advantageous means of broadening their educational background and working toward a baccalaureate degree.

Nine of the responding institutions stated an emphasis on evening programs or programs designed for part-time students while two other institutions reported that their emphasis was on 'in-service' programs.

Interestingly, several of the respondents, in hypothesizing as to why a number of graduates not yet employed in the field do not enter law enforcement following graduation, suggested two major reasons for this phenomenon. First, a majority of the young men (usually recent high school graduates) who do complete required course work (especially on the associate degree level) are not 21 years of age at the time of their graduation and therefore are not qualified to enter law enforcement because of the age requirement for entrance. Secondly, the great majority of these young graduates still have to fulfill their military obligations, and frequently, being too young to enter the field of law enforcement, they enter the military instead. It well may be, then, that a substantial number of the young graduates from such programs will enter law enforcement some

2 to 4 years following their graduation i.e. once having completed their military service. This would result in a *delayed* increase in the number of new people added to the field through educational programs but an increase none-the-less. These supposed military entrants might well account for a large proportion of the "unaccounted for post graduate employment" mentioned above. As the trend toward better and more advanced education in law enforcement is relatively new and studies concerning the results of educational programs are even newer, further and continuing studies will be necessary in order to ascertain whether such "delayed increases" do indeed occur.

CONCLUSIONS

The findings of this survey reveal that educational programs in law enforcement are annually involving increasing numbers of individuals including those already in the field and those interested in entering the field. Because the associate degree and, to a lesser extent, the baccalaureate programs involve substantial numbers they constitute a reasonable sample for analysis; and conclusions and implications in regard to them can be made with some degree of confidence. Associate degree programs contributed 28% more "new" people (i.e. graduates who entered law enforcement subsequent to graduation) in 1965 than they had in 1964, and 1966 saw an even more impressive 56% increase over 1965. This is substantial evidence to support the conclusion that newly established and rejuvenated educational programs are, at least in part and at least on the associate degree level, fulfilling their purpose of swelling the number of educationally qualified individuals in the field of law enforcement.

In addition and in further elaboration, the following conclusions are apparent in terms of this study's findings:

1. The majority of the present programs are serving people already in the field of law enforcement.
2. In the past 3 years, there has been a significant increase in the number of educational institutions which offer programs in the area of law enforcement as well as a significant increase in the number of programs designed to educate people interested in entering law enforcement.
3. Thus far, relatively few new people have been added to the field through such educational

programs i.e. relatively few in terms of the total need of the field for man-power. For example, the President's Commission on Law Enforcement and Administration of Justice reported "bringing all departments up to 1967 authorized strength will take 50,000 new policemen."⁵ The total expected output of all degrees of the 99 institutions involved in this study amounts to a mere 2,450 of which only 1,669 are new people (all of whom will not necessarily enter the field).

But all evidence and sound hypothesizing leads us to believe that annually these programs will add increasing numbers of new people to the field. As more and better programs are established, as recent and pending legislation concerning standards and financial aid is made operational, and as the idea of advanced education for personnel further "catches on", educational programs should contribute substantial numbers from all degree levels to the ranks of law enforcement.

4. One of the major problems which must be resolved if these programs are going to remedy the severe shortage of man-power mentioned above is that of attracting well-qualified and able young people into such programs and subsequently into the field. Many other of the less romantic and less well-paid professions (e.g. education, nursing, social welfare, etc.) are similarly faced with this dilemma, and competition in obtaining able and interested young men and women is becoming more difficult each year.

The recent awareness of the necessity for improvement of the quality, number, and effectiveness of law enforcement agencies has also resulted in the federal government's undertaking research into the present position and the problems of the field. Indeed, in July of 1965, President Johnson established the President's Commission on Law Enforcement and Administration of Justice mentioned previously; and, in February of 1967, the report of this committee was published. In addition to presenting the facts of the present situation and the needs of our society, the report contained the Commission's recommendations for the resolu-

⁵ THE PRESIDENT'S COMMISSION ON LAW ENFORCEMENT AND ADMINISTRATION OF JUSTICE, *THE CHALLENGE OF CRIME IN A FREE SOCIETY*, United States Government Printing Office, Washington, D.C., Feb., 1967, pp. 109.

tion of certain problems within the field of law enforcement.

Concerning education, the Commission recommends:⁸

1. "The ultimate aim of all police departments should be that all personnel with general enforcement powers have baccalaureate degrees." (It is understood that personnel be allowed to work toward this academic degree over a period of time but that it be the *ultimate* goal of all.)
2. "Police departments should take immediate steps to establish a minimum requirement of a baccalaureate degree for all supervisory and executive positions." (But such personnel should continue their studies toward advanced degrees in the field thus resulting in increasing numbers of enrolled in master's and doctoral programs. It is also possible that this influx of personnel into the new system of educational machinery will necessitate the development of advanced degree programs by many more universities than now offer them.)
3. "Police departments should recruit far more actively . . . with special attention to college campuses . . ."
4. "All training programs should provide instruction on subjects that prepare recruits to exercise discretion properly and to understand the community, the role of the police, and what the criminal justice system can and cannot do. Professional educators and civilian experts should be used to teach specialized courses—law and psychology for example. Recognized teaching techniques such as problem-solving seminars should be incorporated into training programs."
5. "Formal police training programs for recruits in all departments . . . should consist of an absolute minimum of 400 hours of classroom work spread over a 4- to 6-month period so that it can be combined with carefully selected and supervised field training."
6. "That every State establish a commission on police standards to set minimum recruiting and training standards and to provide financial and technical assistance for local police departments."

In regard to this last recommendation, Norman Kassoff of IACP Professional Standards, Washington, D.C., reported:

Ibid., pp. v-xi, 106-113.

"at mid-year 1966, there are 23 states with some form of training law (17 with voluntary laws and 4 with mandatory laws), 26 states and the District of Columbia with no training law, and one state (Pennsylvania) with legislation pending."⁷

Thus, much work remains to be accomplished in order to establish meaningful and efficient supervisory legislation.

In addition to the sponsorship of research concerning problems in the field of law enforcement, the federal government is presently involved in establishing legislation which will make available grants to law enforcement and to students enrolled in educational programs in the field. At the present time, several bills are pending in Congress, and some legislation can be expected within the year. Among the general purposes of the impending legislation is that of increasing the output of educational programs in law enforcement by facilitating the financing of programs and by making aid available for students thus enabling them to obtain an education. In the future, studies will be necessary to determine the actual impact and success of such legislation.

When one considers that the present rate of attrition from the field for all reasons is 5.4%⁸ and that, due to the post war influx of men into law enforcement, approximately 40% of the force will be eligible for retirement in 1967,⁹ it is impossible to not emphasize and re-emphasize the extreme and critical need for *new* personnel to be added to the law enforcement force. Indeed, the total number of expected graduates in 1967 will not even begin to replace those leaving the field let alone fulfill the quota of 50,000 new police officers needed to meet full strength requirements. It is, therefore, imperative that these new educational programs in the field of law enforcement prepare significant numbers of new and able individuals for careers in the field, and further, that once so prepared, they enter the law enforcement profession!

Finally, one pertinent and important question remains to be posed: "What then must education in the area of law enforcement attain?" We feel the immediate and long range goals of law en-

⁷ Kassoff, Norman, *State Laws on Police Training*, 33 *THE POLICE CHIEF*, 10-12, Aug., 1966.

⁸ *Supra* at note 5, p. 109.

⁹ *Ibid.*

forcement education are 4-fold: first and foremost, to increase the number of qualified and able personnel in the field; second, to upgrade the quality of and techniques used by existing personnel; third, to establish a delineation of the levels of education involved in the profession for

purposes of reference in establishing requirements for specific positions or areas of work and for purposes of determining salary; and fourth, to improve the public image of the law enforcement and corrections professions and the communications between community and police.