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AN ANALYSIS OF ASSOCIATE DEGREE PROGRAMS IN LAW ENFORCEMENT

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August Vollmer was a leader of law enforcement training in the United States. During 1907, he saw the need for the training of police as he visited police departments within the State of California. Therefore, in 1908, Vollmer started the first police school in the United States at Berkeley, California. The courses were photography, first aid, criminal law, police methods, and elementary law.

During 1909, the police department of New York City began a police academy. Training was given in firearms, police procedures, departmental rules and regulations, and criminal law.

Several police departments began to realize the value of training after the examples were set in Berkeley and New York City. By 1931, according to the Wickersham Commission, twenty per cent of a survey of 383 departments conducted recruit police training schools.

By 1938, there were six principal types of organizations within the United States that provided police training. They were:

1. National Police Academy of the Federal Bureau of Investigation. This school conducted a 3 month intensive program for highly selected police personnel from numerous departments. The instruction was directed toward the practical as well as the technical aspects of law enforcement duties. The objectives of the school were:

   (1) To equip the men enrolled with the latest scientific and technical knowledge appertaining to the Police Service; (2) to equip them through a course in ‘training methods’ so that they will be able to function not only as technical experts, but as instructors of others when they return to their own departments; (3) to professionalize the police service, and (4) to cooperate with the graduates in operating their own schools.

2. State Police Training Programs. This type of training program had several variations throughout the United States, such as:

   The Pennsylvania Program: A number of other state policing organizations operated in a method similar to the Pennsylvania program. The objectives were to provide the recruit with job knowledge, basic professional principles, and a solid foundation for future development as an effective officer.

   The California Plan: This training plan involved three types of organizations. The Local Peace Officer’s Institute was geared to training men of a single department. The Zone Peace Officers’ Institute involved dividing the state into fifteen districts with each district having a center for law enforcement training. The Special Summer Institute for Police Officers was designed to supplement the Zone Peace Officers’ Institute and ranged from one to six weeks of study.

3. Zone Schools. This training method was established for large geographical areas which employed a small number of police officers. The objective was to have a training facility within a reasonable driving distance of every officer.

4. Short, Intensive Courses or Institutes. This method was instituted when the educational objective could be accomplished in a time span from two days to one week.

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1 Alfred E. Parker, Crime Fighter; August Vollmer, 83-85. (1961)
4 O. D. Adams, Training for the Police Service, United States Department of the Interior, Office of Education, Vocational Division Bulletin No. 197, Trade and Industrial Series No. 56 24-29 (1938)
5. Itinerant Instructors. This training method had qualified police instructors visiting training centers for purposes of teaching either general or specific police subjects. They were usually employed by the state board for vocational education.

6. Local Police Training Programs. Large police departments in urban areas developed their own training programs. They were financed from the local police department funds and were considered a departmental function.

These training programs were largely influenced by the passage of the George-Deen Act of 1936. This act permitted Federal funds to be expended for the training of police personnel. In essence, Congress had extended the Smith-Hughes Act of 1917 to include the vocational training in public service occupations.

During 1948 the Los Angeles Police Department began roll call training. This was a system of supplementing the officer's knowledge before he went on duty through short, effective lessons. This method assisted in relieving the problem of in-service education for active personnel. Many departments have seen the value of roll call training and have incorporated this method as a daily training device.

The International Association of Chiefs of Police conducted a survey of 4000 police departments during 1965. The results were that 85 per cent of the police officers were sent into the field before they had begun formal recruit training. Developments since August Vollmer's initial training program in 1908 have advanced on training methodology at a greater pace than they have on the percentage of men receiving this training. This lack of men receiving initial training before deployment has necessitated several state legislatures to enact mandatory pre-service police training regulations. The New York State Legislature enacted the New York Municipal Police Training Act which requires that a prescribed pattern of training must be completed before an officer can enjoy permanent status with the department. California, New Jersey, Oklahoma, and Ohio are examples of other states that have passed such mandates. It must remain in perspective that a large percentage of the 85 per cent of the policemen that enter service prior to training must receive the state sponsored program before they can enjoy permanent status. In Ohio, a police officer must complete a minimum of 240 clock hours of approved law enforcement instruction within one year of his appointment. However, in Ohio, as well as other states, many police officers are working without any training during the early part of the legal grace period.

University Involvement in Police Education and Training

The University of California at Berkeley was the first college to offer instruction in police science. Courses were taught during the summer months of 1916. The following year August Vollmer and the University of California reached an agreement concerning the education of policemen. It was agreed that the University would teach the police liberal arts courses. The technical courses would be taught either by the police department or by the University—whichever was the more effective.

The first degree granted was to a Berkeley policeman at the University of California. It was an A.B. degree with a major in economics and a minor in criminology.

The University of Chicago was the first college to offer technical law enforcement courses during the regular undergraduate day curriculum. August Vollmer was appointed to the rank of Professor of Police Administration and taught several of the technical police courses. The program was initiated in 1929 but lasted only until 1932.

As August Vollmer is acclaimed to be the “father of modern law enforcement,” it could be stated that Dr. V. A. Leonard is the “father of law enforcement education.” Dr. Leonard was responsible for the growth and development of the police science program at the University of Washington. Dr. Leonard accepted the position of Professor and Department Chairman of the newly created Department of Police Science and Administration in September, 1941. Through excellent management and meaningful courses the police science program experienced exceptional growth. In 1944,
the department was accepted by the Graduate School to offer the Master's degree in Police Science and Administration.13

The junior college movement was a significant trend in law enforcement education. The Los Angeles Junior College was the first institution to offer the two year Associate of Arts degree.14 At present, there are some 250 community and junior colleges engaged in teaching law enforcement, police science, and police administration education.15

Since the initial summer program at the University of California during 1916, law enforcement education programs have been developed in 55 universities at the baccalaureate degree level, and in 21 institutions at the master's degree level, while 7 universities within the United States offer the doctorate in law enforcement.16

An impetus for the expansion of law enforcement degree programs came in 1964 through a grant from the Ford Foundation to the International Association of Chiefs of Police. This grant provided for a full-time staff whose objective was to encourage "greater interest in law enforcement education on the part of community colleges and universities."17

The Office of Law Enforcement Assistance (U.S. Department of Justice) provided a limited number of grants to academic institutions located in geographical areas that did not have law enforcement programs. These grants, made during 1966 and 1967, were awarded for the purpose of encouraging the development of law enforcement education.18

IN-SERVICE TRAINING SPONSORED BY COLLEGES AND UNIVERSITIES

The Law Enforcement Departments of several universities sponsor educational programs for in-service personnel. This type of training experienced growth after World War II.19

Programs ranging from one day to one year are presented by the Northwestern University Traffic Institute; Bureau of Police Science, University of Iowa; Delinquency Control Institute, University of Southern California; Indiana University Center for Police Training; In-service Training Program at Michigan State University; Southern Police Institute, University of Louisville; Law-Medicine Center of Western Reserve University; Police Training Institute of the University of Illinois; and the Southwest Center for Law Enforcement Education, University of Oklahoma. Also, California colleges offer numerous in-service law enforcement training programs.20

The programs sponsored by these colleges and universities usually consist of an in-depth study of selected aspects of law enforcement. Institutes have been presented on numerous topics. Some examples are subjects dealing with narcotics, sex crimes, burglary investigation, arrest, search and seizure, and traffic accident investigation. At times, academic credit from the sponsoring university is granted to those who successfully complete the programs.

EDUCATION VERSUS TRAINING

Law enforcement is rapidly becoming an accepted area of study in numerous colleges and universities within the United States. This fact should not be unique because many varied subject areas are finding a place at the university. However, law enforcement at the university level is unique—unique because of the concealed belief that law enforcement education is in competition with the police department responsibility for training. Consequently, many recently developed law enforcement programs on the college campuses are defending their existence by declaring that they are not infringing upon the training responsibilities of the police departments. The administrators of criminal justice programs state that they are "educating" the officer, which involves only the "why" aspect of police learning. These administrators also claim that the "training," or "vocational," function of law enforcement, which teaches the "how" aspect of police learning, remains securely with the training division of the police department.

During 1961, the Commission of the U.S. President's Report on Law Enforcement stated their concern for some college law enforcement courses becoming too vocational in nature at the expense
of a liberal arts education. The committee that developed the Report also questioned "the wisdom of giving degree credit for technical courses." 21

The writer finds it unfortunate that this committee as well as some college law enforcement administrators place themselves and their criminal justice programs in such an apparently indefensible position. Their artificial wall of "why" and "how," which is in essence an "education" versus "training" philosophy, is educationally unsound.

Is learning not the goal of education? If so, to attempt training without education or education with training is totally unrealistic.

Adler and Mayer dichotomize the education versus training conflict into two camps. The Idealist view embodies the belief that the purpose of education is not to provide for a responsible flow of labor or to provide for economic security. The Idealists believe that education is "preparation for responsible citizenship, for intelligent use of free time in the liberal activities of leisure, and for the humanization of necessary toil." 22 Adler and Mayer state that the Modernists' view of education is that vocational, or training, elements must be "integrated with liberal education and this should have a direct interest on the vocational aspects of modern life." 23

"Educators," whether they be of criminal justice or from other fields, should realize that universities have never been restricted to pure abstract learning. The first European university, the University of Salerno, in Italy, was devoted entirely to medicine. In England, a college was founded at Cambridge in 1316 for the express purpose of providing "clerks for the King's service." 24

The classics comprise a major area where several law enforcement educators are confused. The classics were originated and taught centuries ago not because "they shaped the mind or developed the character more thoroughly" as traditional educators believe today. The classics were "taught because they were vocationally (author's emphasis) useful." 25

Peter F. Druker, in his book The Age of Discontinuity, writes:

In 1700 or 1750, no one would have argued that teaching Latin taught anything but Latin. No one spoke of it as "forming the mind," no one praised it as a "discipline," no one asserted that knowing Latin was the key to learning the other European languages more easily. One learned Latin because Latin was the "communication medium" of educated people. Until the mid-eighteenth century when French cultural imperialism tried unsuccessfully to put the language of Louis XIV into place of the language of Augustus, books for the educated and documents of importance were normally written in Latin. Latin was taught as a tool of high utility without which a scribe could not properly function. When this came to an end—in the early nineteenth century—all the other virtues of Latin were suddenly discovered. Now, for the last fifty or one hundred years, Latin is being defended because it has no usefulness whatever; that is, it is an ornament. An "educated man," it is argued, should not learn subjects of utility but subjects such as Latin which are "liberal," . . . precisely because no one can do anything with them. 26

A department chairman of a newly created law enforcement program at a New England junior college firmly believes that the college classroom is not the place for vocationally oriented law enforcement courses. During an interview with this educator, the writer discovered the underlying reasons for this "anti-vocationalism" (1). The State Board of Regents would not support vocational law enforcement courses with the same vigor with which they would support non-technical studies (2). A state training agency for police was in the process of being created, and the junior college had to be certain that it would not duplicate the educational experiences. If the "education and training" were similar, then there would be no reason for the existence of the junior college program.

Even though this New England junior college was not vocationally oriented there was a vast amount of law enforcement laboratory equipment as well as an extensive darkroom. The writer was concerned about the apparent dichotomy of a vast amount of equipment in a non-vocational setting. The department chairman explained that the equipment is "used" for demonstration purposes in support of lecture material. He also stated that the equipment looks impressive and is an aid in the recruitment of new students.

It is important for a perspective to be maintained in this antivocationalism of law enforcement.

23 Ibid., p. 191.
24 Charles E. Silberman, Crisis in the Classroom 385 (1970)
25 Ibid., p. 387.
education. As law enforcement advances in acceptability on the campus, the defensiveness against the technical aspects will become less. The apparent logic is that a respectable campus position will be difficult to attain if law enforcement, in its embryonic stages, attempts to advance against the so-called "liberal arts" pattern of the traditional disciplines. Consequently, it is in vogue for law enforcement education administrators to be pro-liberal and anti-vocational in an effort to gain acceptance.

John Jay College of Criminal Justice is the only college in the United States devoted entirely to criminal justice education. Due to the autonomous nature of this institution, there should be little need for it to conform to the anti-vocationalism expressed by many law enforcement academicians. And, John Jay College of Criminal Justice does not conform. Its President, Leonard E. Reisman, writes this opening paragraph in an article published in the American Association of University Women Journal.

When people ask me "How do you educate policemen?" I have two answers. One is "Like anyone else." But the other is "Teach them the practices, techniques, needs, and the milieu of police work." This point of view is aptly expressed by Alfred North Whitehead's frequently quoted "There can be no adequate technical education which is not liberal and no liberal education which is not technical; that is, no education which does not impart both technique and vision!"

CURRENT PHILOSOPHIES IN LAW ENFORCEMENT EDUCATION

Dr. Carl F. Vaupel, Jr. completed research during 1968 concerning the opinions of criminal justice educators as to the general education versus the professional education philosophical approach to Associate degree law enforcement programs. He questioned all the police science coordinators in the United States concerning what they believed to be the most important phase of their law enforcement education program. 24.3% of the police science coordinators believed the general education courses to be the most valuable. 41.5% believed the professional courses were the more important, whereas 34.2% of the coordinators believed that both professional and general courses were equally valuable. The varied percentages of these responses indicate that there are diversities concerning curriculum planning as well as curriculum philosophies among law enforcement educators.

Another approach to assist in ascertaining the current philosophies in law enforcement education is to compare the number of general education courses and the number of professional education courses to the total number of courses in the law enforcement program of studies. To accomplish this, the writer mailed a request for a college catalogue and related material to all technical institutes, community and junior colleges within the United States that are listed in the current Law Enforcement Education Program Bulletin. 233 requests were mailed and 110 replies were received.

Prior to presenting this data, the traditional definition of general education and professional education studies as it applies to law enforcement courses is needed. Each definition will be supplemented with their typical courses. The professional education law enforcement course titles will be supplemented with descriptions. No descriptions of the general education courses are given because they are generally understood.

GENERAL EDUCATION

The general education studies deal primarily with the philosophies and theories of law enforcement and social control. This area of study also includes the academic courses that the majority of two-year Associate degree students experience regardless of their majors. Typical courses are government, mathematics, English grammar, English composition, chemistry, physics, principles of sociology, psychology, human and race relations, speech, and abnormal psychology.

PROFESSIONAL EDUCATION

The professional education studies deal with the techniques and procedures of implementing the practical, or mechanical, aspects of law enforcement. Typical professional education courses are: Introduction to Law Enforcement. Philosophical and historical background, organization, purpose and function of police agencies in a democratic society. The respective roles of local, state, and


federal law enforcement agencies in the administration of criminal justice within the United States.

Principles of Law. A study of jurisdiction; structure of the court system; civil and criminal distinctions; use of the criminal codes, statutes, and ordinances; introduction to elements of particular crimes; and introduction to the laws of evidence.

Defensive Tactics. Basic study of the art of self-defense, including take-down holds, disarming tactics, riot baton and nightstick usage.

Investigative Techniques I. A study of investigative procedures; initial contact by the officer, preliminary investigation—primary phase, follow-up, and methods of handling "hot," "cold," and "perpetrator-in-custody" cases. A laboratory usually provides actual investigative situations and uses criminal investigative kits.

First Aid. Covers the procedures of emergency care and first aid, including control of bleeding, mouth to mouth resuscitation, closed-chest compression, prevention of shock, and other methods of emergency care.

Charting and Diagramming. Plotting of graphs; making spot maps; scale determinations; perspective drawings; and "exploded" diagrams of portions or all of a crime scene.

Firearm Techniques. Moral considerations of using deadly force; proper handling and care of the hand gun; its nomenclature; firing line procedure; dry firing and marksmanship.

Accident Investigation. Accident reporting and investigation; use of template and the accident investigation kit; search for physical evidence; accident diagramming and charting; preparation of statements; and witness interviewing.

Case Preparation and Court Testimony. Provides knowledge of the necessary reports, review of case and conferences with prosecutor, witnesses, and technical experts. Proper submission of physical evidence, psychology of court room testimony and courtroom demeanor are covered. Laboratory portion of the course includes participation in mock trials as well as actual courtroom trial situations including applications of the law of evidence.

Collection, Presentation, and Marking of Evidence. Course looks at the various methods of establishing, locating, preserving, and marking of evidence for submission to laboratories as evidence for analysis and court presentation.

Fingerprinting. Procedure of recognition and classification of fingerprints. Student will learn to differentiate between the basic fingerprint patterns. Instruction given in photography of latent prints prior to lifting. Proper methods of lifting and preserving as evidence is included.

Juvenile Crime Problems. An analysis of the problems of today's "youth in trouble" with special attention being given to training police officers to deal more effectively with juvenile offenders through better understanding in prevention, causes, and methods of approach and disposition.

Police Communication Systems. State police communications systems; Law Enforcement Teletype System; National Computer Information Center, radio communications (including the walkie-talkie); and use of recall systems.

Police Photography. The selection and use of proper equipment and identification of evidential value photographs. Rules of perspective, necessary requisites for photographs to be introduced into evidence as well as selection of location and techniques to be followed. The course will include photo laboratory procedures, including developing of black and white and color negatives (including reverse positive) and printing and enlarging of photographs.

Ballistics. A familiarization of the theories of ballistics including pressures, velocities, and trajectories, with projectile comparisons and identification of firearms.

Leadership and Supervision. Principles of supervision; personnel relationships; departmental discipline; conference leadership; instructor training; job method studies (job descriptions).

Physical Fitness. Principles of physical fitness and routines with actual application during laboratory hours. Participation in game activities with local disadvantaged youth.

Of the 110 replies (47.6%) received, 90 respondents sent information capable of being reduced to numerical values. Certificate programs, which usually consisted of 9 months, were not incorporated nor were programs designed purely for transfer into a baccalaureate setting. For uniformity, all data was reduced to semester hours using one semester hour equal to one and one-half quarter hour. Several institutions had day programs as well as night programs in law enforcement. At times, the night programs were quite strong in professional courses geared to in-service personnel. In such instances, the day program was used as it applied to both pre-service students and to in-service personnel who were available to attend classes. When a student was required to
complete electives that were not designated as either professional or general, a percentage of semester hours was added to both the professional courses and general courses column for that institution. The percentage was derived by ascertaining the stated available electives and reducing the studies into proportional general and professional courses. If electives were required and no choices of courses were given, the writer divided the number of elective hours equally and added an equal amount to the professional column and an equivalent sum to the course hours in the general column.

Sixty-two, or 68.8%, of the law enforcement associate degree programs studied required between twenty-five and thirty-nine semester hours credit of general courses for graduation. The mean score for all ninety institutions is 32.2 semester hours (or 51.3% of the total curriculum) of required general studies for graduation. The required general semester hours of all ninety respondents is recorded in Table 1 as a frequency distribution.

Sixty-four, or 71.1%, of the respondents required between twenty-five and thirty-nine semester hours of credit in professional courses for graduation. The mean score for all ninety institutions is 30.6 semester hours (or 48.7% of the total curriculum) of required professional studies for the Associate degree in law enforcement. The required professional semester hours of all ninety respondents is recorded in Table 2 as a frequency distribution.

During 1959, Dr. A. C. Germann of Long Beach State College, stated that three types of law enforcement education programs existed in the United States. Type I was the practical program that concerned itself with the vocational aspects of police service. Type II dealt with the philosophical aspects of law enforcement. The curriculum was very strong on the theoretical issues and was geared to produce an individual who would be of potential value to the police department after he was practically trained to function as a policeman. Type III consisted of a combination of Types I and II. Dr. Germann personally favored this method. He stated that “the graduate of this type of training is able to assume, immediately, the mechanical and procedural demands of an agency, while at the same time retaining, and expanding, those abilities and knowledges useful to his future assumption of supervisory or administrative roles.”

The collected data demonstrate that over half of the law enforcement programs studied are in agreement with Dr. Germann’s philosophy of law enforcement education and training.

A Meaningful and Effective Philosophy for Law Enforcement Education

The writer believes that law enforcement education is proceeding in a direction toward improving

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<tr>
<th>TABLE 1</th>
<th>Semester Hours of General Courses Required in Law Enforcement Associate Degree Programs</th>
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<tbody>
<tr>
<td>Number of required semester hours</td>
<td>Number of two-year institutions</td>
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<td>60–64</td>
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<td>15–19</td>
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N = 90.
\( \bar{X} = 32.2 \) semester hours.

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<thead>
<tr>
<th>TABLE 2</th>
<th>Semester Hours of Professional Course Work Required in Law Enforcement Associate Degree Programs</th>
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<tbody>
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<td>Number of required semester hours</td>
<td>Number of two-year institutions</td>
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<td>65–69</td>
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<td>15–19</td>
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</tbody>
</table>

N = 90.
\( \bar{X} = 30.6 \) semester hours.

the crime prevention qualities of the police service. However, another important aspect of police training must be considered. This aspect is the classroom instructor.

The law enforcement instructor's philosophy of learning, his personality, and his classroom methodology determine the type of learning experience that will take place. The underlying objective of all his criminal justice teaching—whether the subject be firearm techniques or police ethics—should be to instill humanism. Silberman believes the purpose of teaching determines whether a course is humanistic. If the goal is to “enlarge the student's humanity and his understanding of the role and purpose of knowledge, then it is liberal.” 80 If courses are taught with this in mind, then many vocational, technical, or training courses can be liberal. 81

It must be understood that the instructor's methodology, philosophy, and personality determine the humanization of vocationally oriented as well as “liberal” courses. The writer does not adhere to the belief that beneficial humanitarian concepts cannot be presented and ingrained in any study without sacrificing course content. In essence, the instructor teaches two subjects in each of his courses. He relates subject matter to the student as he is teaching his personal views and philosophy of law enforcement and life. Unfortunately, some instructors are not aware of this dual nature and consequently do not favorably respond to this great responsibility.

**SUMMARY**

Law enforcement educational-training has advanced since its beginning in Berkeley in 1907. The most rapid advancement has been due to the catalytic effect of the recent development of many Associate degree programs. The initial phase of development had many curricula geared to making the police officer more effective. This changed because of a facade of intellectualism on the part of some law enforcement educators who believed the college campus was too distinguished for vocationally oriented courses.

Crime is at a record level in the United States. It is time for law enforcement educators to cease mouthing the traditional liberal arts philosophy because of the desire to be accepted by the academic community. It is imperative that law enforcement educators realize that the sole objective of their law enforcement programs should be the effective learning of their students. Dichotomizing “education” and “training” only hinders this past due learning that is needed to reverse the threatening trend of increasing crime in the United States.

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80 Silberman, op. cit., p. 388.
81 Ibid.