THE FEASIBILITY OF INSTITUTING A POLICE CURRICULUM AT THE JUNIOR COLLEGE LEVEL

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THE FEASIBILITY OF INSTITUTING A POLICE CURRICULUM AT THE JUNIOR COLLEGE LEVEL

An Abstract

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of the Requirements for the Degree

Master of Science in Police Administration

by

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ABSTRACT

Municipal law enforcement has an excellent opportunity to improve its status through higher education at the junior college level. Formal education alone will not professionalize police work. It is, however, an essential ingredient and is generally considered the basis for professionalization of any occupation. Improvement of law enforcement through junior college police curricula is the basis of this study.

The junior college, a relatively new phenomonem in education, is a logical institution for police courses. The economical advantages of the two year colleges enhance the feasibility of potential and active police officers furthering their education. The advent of a police curricula will, in most instances, enable local law enforcement agencies to upgrade their minimum educational requirements.

No statistical data is presented in this study to prove a hypothesis. The basis of the research and validation of conclusions are restricted to information received from junior colleges with police programs and some police departments. Correspondence with California junior colleges and police units does reveal a relationship between educational opportunities and educational requirements for police applicants.

Clarification of the functions and goals of junior

colleges is also presented for those unfamiliar with the two year colleges. The wide variety of curricula offered in these institutions are greater than many four year colleges.

This study is only a small contribution to the efforts of those who seek more effective and efficient personnel in law enforcement. Other questions arise from this study which could stimulate further studies. In the meantime, law enforcement should do its utmost to encourage and assist the establishment of a police curricula in Michigan's junior colleges.

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CHAPTER I

THE PROBLEM AND DEFINITION OF TERMS USED

There was a time when law enforcement agencies were successfully recruiting officers whose educational backgrounds were somewhat above the average. The number of high school and college graduates has increased to a greater extent than law enforcements educational requirements. The failure of law enforcement, particularly at the municipal level, to upgrade educational background requisites coincidental to the nation's academic impetus gives rise to a number of problems. For example, is the foregoing situation hopeless? What level of formal education is necessary for officers of an efficacious department? Should municipal departments require, or seek, college graduates or applicants with some college background? The foregoing are but a few of the problems this paper seeks to resolve.

One would have to be naive indeed to believe that the myriad of municipal police departments in the United States could or will have standardization in requirements for pre-entry education in the near future. It is not likely that a study such as this will lead to such nation-wide standardization. If advances are to be made, however, each building block which can be provided will be worthwhile and justifiable. In short, law enforcement must lay a solid foundation

for future acceptance in the area of professionalization and not expect it as a matter of course.

Law enforcement should also do everything within its power to keep pace with the technological and judicial changes being thrust upon it. The almost unending series of judicial decisions pertaining to search and seizure as well as interrogation, admissions and confessions make it desirable for more formal education for active and potential law enforcement officers. Law enforcement cannot afford to continue this inertia while society progresses through education. There is a definite problem for municipalities that desire college trained police officers and they must do something on their part to help alleviate this difficulty.

Law enforcement has been upgraded in some states through college and university police programs. Such upgrading has been far too sparse and only tended to emphasize the lack of progress in the remainder of the nation. At the same time, it has provided ample proof that the provision of formal education for pre-entry training and post-entry training for law enforcement officers is both practical and feasible.

I. THE PROBLEM

Statement of the Problem

It was the purpose of this study to trace the development of the junior college in the United States. Through an

understanding of the basis for the two-year institutions originally, a greater appreciation of the present day philosophies of junior colleges is possible. The expansion of two-year colleges in enrollment as well as numbers tends to increase the potential variety of curricula possible in these institutions.

The philosophy of these academic institutions should be thoroughly recognized if their relationship to the aspirations of the police profession is to be comprehended. Many persons lack an understanding of the functions of junior colleges and, therefore, find it difficult to correlate the aims of the two-year colleges and law enforcement. This study seeks to resolve a portion of this problem.

The existence of police curricula in two-year colleges throughout the United States, particularly in California, gives rise to a number of questions or problems. What was the basis for the institution of these curricula? What is considered the reason for their success? What is considered the basis for improving existing conditions in the programs? What courses in the curricula should be considered as absolutely essential and what courses are expendable? What factors favoring police curricula in junior colleges in other states are present in Michigan? It was the purpose of this study to provide solutions or answers to these questions.

Another purpose of the study was to show the need for additional police programs in junior colleges. Although

there are many cogent arguments for police curricula, as well as emotional appeals, separating them in an objective manner should prove beneficial.

That police officers should have education beyond high school is frequently questioned. Many patrolmen will debate the value of entering a junior college police program. This is partially due to civil service rules which oftentimes attach little or no significance for additional education beyond minimal entrance requirements. This is a question, then, as to whether junior college programs will make a man "promotable" under the foregoing conditions. The natural bias towards "book officers" adds to this particular problem.

In conjunction with the last purpose of the study was the question whether there were any steps which would encourage and/or strengthen future police programs at the junior college level. That is, should there be advisory committees established to evaluate the needs of the various communities for police programs? If advisory committees were considered necessary, what would facilitate their appointment? What should be the basis for the composition of the committee? Should such a committee be of local, regional or state-wide makeup?

Finally, the study sought to indicate problems attendant with initiating police programs, as well as methods which have been or could be utilized to solve these problems.

This latter purpose was oriented towards Michigan junior colleges, however, most of the facts and devices would be true throughout the United States. Assisting anyone interested in initiating a police program in any junior college was an important facet of this study.

In short, the problem was: (1) Should they be instituted at all junior college levels; (2) should they be instituted at all junior colleges; (3) what should the curricula be for such programs; (4) how did junior colleges and police programs relate to the needs of the community; and (5) what can, or should, be done to encourage police programs in Michigan junior colleges.

Importance of the Study

Originally this study was intended to, among other things, provide the basis for initiating a police program in a junior college, namely Flint (Michigan) Community Junior College. It was hoped the strong arguments favoring such a curriculum would be developed and the potential objections, therefore, could be minimized and thus possibly utilized as selling points for such a program. The study inadvertently achieved its goal during the preliminary interview with the Dean of the Flint Community Junior College, Dr. Clyde Blecker.

Dean Blecker was asked a series of questions relative to problems he felt it would be necessary to overcome before

a police program could be instituted in a junior college, particularly the one in Flint. During the discussion, he became enthused and took the necessary steps to have a police program begun in Flint; providing the writer would organize and develop the curriculum. The subsequent growth of the curriculum has been of considerable significance. It has been felt to be beneficial to the officers of the Flint Police Department, members of the State Police, a large number of plant protection officers, as well as terminal and transfer students planning to enter law enforcement.

The key to professionalization of law enforcement lies in the improvement of personnel which will be recruited. Law enforcement is facing an ever-increasing scarcity of qualified recruits, particularly in municipal government. Generally speaking, there will be very few municipal departments seeking four-year college graduates and vice-versa![1] It is, therefore, incumbent upon local officials to seek the next level of higher education which can furnish college students for the police service. We should not take the attitude that if we cannot have a whole loaf of bread we will not partake of the bread at all. Rather, the attitude should be one of seeking as high a level of education as we can from recruits with a view to further increasing the

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[1]One noteable exception does appear to be the Oakland, California Police Department.

educational requirements as time goes by. In this study, the importance of formal education for prospective law enforcement officers is developed.

In describing recommended minimum educational entrance requirements for the police service, Chicago Police Superintendent Orlando W. Wilson feels that two years of college would be a reasonable requisite. The following paragraph exemplifies one of the strongest arguments offered in regards to benefits that can be expected from college trained policemen.

> While university training will not make a competent person of one who is intellectually inferior or otherwise deficient, when all other factors are equal the university-trained man is better qualified for police service than one who has graduated only from high school. He has had broader experience with people and new situations; his adaptability has been tested; he has had the opportunity to meet students of many different nationalities; cultural backgrounds and racial characteristics and consequently, should have lost much of any previous bias or prejudice he may have had. His studies will have given him a new perspective on the problems and aspirations common to all men, and to withhold judgment and to restrain his actions and impulses in favor of calm consideration and analysis. In short, he will already have begun to prepare for the future position of leadership which it is hoped each new recruit will strive to attain. Such men will contribute to the true professionalization of police service.[2]

Through a study such as this, more recognition will,

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[2]Orlando W. Wilson, Police Administration (New York: McGraw-Hill Publishing, 1963) p. 139.

or can, be accorded the need for more formal education in municipal law enforcement. There is no unanimity, however, that standards of education should be upgraded. Top administrators in police departments throughout the United States take various views as to the advantages of formal education for their police officers. No less divided are police officers in the lower ranks down through the patrolmen. This study could provide arguments to validate the need for more formal training both at the pre-entry and post-entry level.

Finally, this study could very well provide the basis for further research by other Police Administration Master's Degree candidates in the area of law enforcement curricula at the junior college level. Certain hypothesis should be formed as the result of this study relative to strengthening Michigan junior colleges as the basis for professionalization of law enforcement at the municipal level.

II. LIMITATIONS OF THE STUDY

Scope of the Study

The feasibility of implementing a police curriculum in a junior college necessitated research among institutions which had encountered various problems related to police programs. Since there are relatively few junior colleges with such programs, it was deemed advisable to incorporate

some information available from four-year institutions with this type of program. Further limitations on the study became apparent when junior colleges listed in various sources did not have police programs as described in this study. Many times it was found that "complete" lists were lacking the names of two-year institutions which did indeed have police programs.

The study was limited in scope of research in that most communications were by mail rather than personal interview. The results of such questionnaires and the replies are generally felt to be less reliable and obviously limit the number of questions which can or should be asked.

The scope of the study was delimited as to the wide range of arguments favoring formal education in general, such as "culture" or "maintaining social order." The goal was one of relating pre-employment as well as post-employment training to municipal law enforcement through formal education.

No attempt was made to prove statistically that a law enforcement curriculum at a particular junior college has proved a specific number of outstanding police officers. Nor was there any attempt to prove that college educated officers are superior to high school graduates.

III. DEFINITIONS OF TERMS USED

Community or Junior College

As used in this study, these terms describe institutions of higher learning that have programs beyond the high school level but less than four years, usually two. Generally limited to educational programs at the freshman and sophomore level, the institutions are predominately supported by public funds. These institutions also provide educational courses for the citizens of the community from all walks of life and all age groups. Therefore, the junior or community college has a three track program which offers: (1) Two years of college for students transferring to four-year institutions; (2) technical or vocational training for students in or desiring to enter industry or semi-professional training; (3) terminal programs for students who seek college education but less than four years; (4) adult education for general education, on-the-job improvement and leisure time activities. The size of these institutions varies from one community to the next. For example, Long Beach, California has an enrollment which exceeds a large number of colleges and universities, the Long Beach Junior College has over 23,000 students.[3]

Associate's Degree

This title is granted to students who complete 62 or

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[3]Citizens Advisory Council, Six County Study of Community College Needs (Detroit, Michigan: The Advisory Council, 1960) pp. 8-9.

more semester hours in a junior college with certain general requirements as to English, political science, physical and natural science and physical education, plus honor points. Some junior colleges grant Associate's Degrees in a myriad of specialties while others restrict the degree to Associate in Arts, Associate in Science or Associate in Arts and Science.[4]

Police Curricula or Programs

This terminology is used to denote curricula which is designed to provide courses in the specialized field of law enforcement. A wide variety of such programs exist. Some programs have only one or two different specific course in law enforcement, while others have up to ten or twelve. There are programs that offer in-service field training, cadet training, campus police officers, while others offer only course work. This variety of curricula all comes under the general title "police program" as used in this study.

IV. ORGANIZATION OF THE REMAINDER OF THE THESIS

The remainder of the thesis is organized to provide an insight into the historical influences and philosophies of the junior college movement. This is the logical starting

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[4]Ibid.

place for a thesis which probes the intricacies of initiating a police program in a junior college. Appreciation of the present day philosophies of most two-year colleges minimize some misgivings concerning a law enforcement program in a junior college.

From the background of the junior college another historical phase develops, e.g., the link between formal education and law enforcement training. This portion of the thesis reviews the advances in police training through college, university and junior college programs. Thus, the reader can comprehend where we have been and where we should be going in this field.

With the preceding chapters disposed of, the thesis evaluates problems and solutions posed by police programs at the junior college level. Avoiding errors made by others could very well spell the difference between success and failure of a new police program. While the bulk of junior college programs exist in California, many of their trials and tribulations can be minimized through knowledge of them. This chapter seeks to provide answers to objections which might be raised when a junior college police program is suggested.

The next chapter analyzes the functions of (1) junior colleges today; and (2) police programs within junior colleges. Relating the two functions provides a strong argument for expansion and institution of police programs in Michigan

two-year colleges. Further, it provides favorable conditions which exist in many Michigan communities for such programs. Finally, this section outlines the benefits to which can be anticipated, though not guaranteed, where a law enforcement program is instituted.

The final chapter summarizes and provides conclusions of the thesis research. In a brief resume, the section reviews what has been learned and what could be done to increase the possibility of more police programs in Michigan junior colleges.

The Exhibit develops a core curriculum and an outline of courses recommended for junior colleges instituting a law enforcement program. The Exhibit might very well prove useful to any junior college discussing a police program.

CHAPTER II

HISTORICAL BACKGROUND OF THE JUNIOR COLLEGE

The purpose of this chapter is to present a brief history of the growth of the junior college in the United States. Such a background will enable the reader to comprehend the philosophy, goals and structure which typify the public junior colleges of this decade. This background is necessary to understand fully the role that the junior college of today can play in formal education of police personnel. Hillway presents a cogent argument to explain the fantastic growth of the junior colleges:

> Our basic belief in the intrinsic value of education, our increasing concern for the equalization of educational opportunity and our constant efforts to extend our public school system so that it will more effectively meet the needs of our citizens. These factors all help to account for the amazing growth of the Junior College Movement in the Twentieth Century.[1]

I. EARLY INFLUENCES

Although the junior college movement is essentially a phenomenon of the twentieth century, its origin goes back

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[1] Tyrus Hillway, The American Two-Year College (New York: Harper and Brothers, Publishers, 1958) p. 60.

into the middle of the nineteenth century.[2] Germany's school system contributed materially to the eventual establishment of the junior college in the United States. In the latter part of the nineteenth century, due to Germany's achievement in the fields of science and technology, many nations sought to emulate Germany's school methods.[3] The German Gymnasium provides pre-university training for students desiring to continue their education beyond the high school level. The Gymnasium assumes the responsibility of offering what is essentially the thirteenth and fourteenth grades; thus, the student enters the German university with junior status.[4]

The Preparatory Years, 1850-1900

Some American educators viewed the use of the German Gymnasium as an ideal method of preparing the high school graduate for university training.[5] In 1851, Henry P. Tappan, President of the University of Michigan, urged the universities of the United States to reorganize their institutions along the German school system lines.[6]

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[2]Ibid.

[3]Ibid.

[4]Ibid., p. 34.

[5]Leonard Vincent Koos, The Junior College (Minneapolis: University of Minnesota, 1924) Vol. II, p. 342.

[6]Hillway, Op. cit., p. 34.

In 1869, William W. Folwell, President of the University of Minnesota, reviewed the proposal of Tappan and urged that, "those studies which now form the body of work for the first two years in our ordinary American college be assigned to the secondary schools."[7]

These two university presidents were not concerned with eliminating the freshman and sophomore college years from the American universities. However, in the 1880's, the Universities of Illinois, Michigan and Stanford did consider the advisability of eliminating freshmen and sophomore classes from their curriculum.[8]

Alexis F. Lange, later to become Dean of Education at the University of California and influential in the junior college movement, became interested in the movement while teaching at the University of Michigan. He carried the idea to California and there presented the belief that junior colleges should be established which offered curricula quite similar to the comprehensive community colleges of today.[9]

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[7]Koos, op. cit., p. 343.

[8]John S. Brubacher and Willis Rudy, Higher Education in Transition (New York: Harper and Brothers, Publishers, 1958) p. 248.

[9]Edmund J. Gleazer, Jr., American Junior Colleges (Washington, D. C.: American Council on Education, Publisher, 1960) p. 10.

Several persons were influential in fostering the junior college movement.[10] Walter Crosby Eells and Elwood P. Cubberly are credited by most authorities as being pre-eminent in the early organization and development of the junior college. In 1899, Cubberly, President of Vincennes Indiana University, recognized the status of that institution as being a "junior" college. Vincennes graduates were being admitted to junior standing in all of the larger universities. Cubberly conducted research which contributed to the fund of knowledge concerning early junior colleges. Eells was one of the early authors of books on the junior college and developed the Junior College Journal, which eventually became the official magazine for the junior colleges in the United States.

William Rainey Harper, the first President of the University of Chicago, is frequently referred to as the "father of the junior college."[11] While he did not originate the junior college idea, Harper was instrumental in its development. Harper is also credited with originating the phrase "junior college."[12] Harper organized the University of Chicago into two divisions, which he eventually termed

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[10]L. D. Coffman; D. S. Jordan; L. V. Koos; R. J. Leonard; W. M. Proctor; F. W. Thomas; R. L. Wilbur.

[11]Gleazer, op. cit., p. 10.

[12]Ibid.

the "senior college" and the "junior college."[13]

As a result of prompting by educators, including Harper, a number of high schools began providing post-graduate work for their students. In 1901, Joliet (Illinois) High School established what is recognized as the first public junior college in the United States. It was, however, fifteen years before the official title was adopted after the inception of the courses. Students graduating from Joliet High School (or Junior College) were accepted as juniors at the Universities of Michigan and Illinois. The designation "junior college" was soon viewed by the public with general acceptance.[14]

Most of the first public junior colleges developed within the public school system. Many were housed in the high school during the formative years. Later, junior colleges were located in separate buildings constructed for that purpose.

In 1927, William Martin Proctor stated:

> Early development in the junior college movement centered around the efforts of certain high schools and small colleges to organize courses which duplicated those of the first two years of the university.[15]

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[13]Hillway, op. cit., p. 37.

[14]Brubacher and Rudy, op. cit., p. 250.

[15]William Martin Proctor, The Junior College: Its Organization and Administration (Stanford, California: Stanford University, 1927) p. 12.

Many private junior colleges developed through church-related institutions. The curriculum tended to follow the freshman and sophomore years, similar to public junior colleges. An example is the Colorado Women's College, in Denver, which began offering instruction in 1909, under Baptist auspices. Privately controlled, but with church affiliations, it operates as a nonprofit organization under a self-perpetuating board of managers.[16]

During the formative years of the junior college, growth was steady but limited until just after World War I when there began a sharp rise.[17] There were a number of junior colleges established as extensions of work in high schools. Some two-year institutions were organized in faltering four-year colleges. A few junior colleges were formed as two-year institutions independent of any high school.

The rise in the general educational level in this country influenced the growth of junior colleges. As high school education became more prevalent, higher education was sought by more and more persons and it was not unusual for parents to anticipate the day when their children could get more education. The children would thus be more suitably

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[16]Hillway, op. cit., p. 22.

[17]Proctor, op. cit., p. 16.

equipped for their vocations.[18]

As a capstone of the secondary system, the junior college was in a position of favor with the local taxpayers. Continuing home influence was possible and parents were frequently dubious about sending the young high school graduate two or three hundred miles from home to a university. Many parents found it possible to have their children live at home while gaining a higher education, whereas they could not afford dormitory expenses. Encouragement by universities enabling legislation, and high admissions standards, also worked toward the growth of junior colleges in their formative years.

By 1915, a period of rapid development of junior colleges began. In 1917, there were one-hundred five junior colleges and by 1921, there were two-hundred seven public and private junior colleges in the United States.[19] The public and the educators felt that the junior college programs were a part of the high school function and they did not favor separation in the early 1900's. In 1921, the various two-year colleges varied in enrollment from six or

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[18]Carl E. Seashore, The Junior College Movement (New York: Henry Holt and Company, 1940) p. 3.

[19]Proctor, op. cit., p. 189.

seven students to well over one-thousand in others.[20] By then, total enrollment had risen to 16,031.[21]

Diversification Era, 1922-1940

Two new characteristics of junior colleges emerged between 1922 and 1940. First, the public junior colleges took a commanding lead in student enrollment over the private junior colleges.[22] For example, in 1922, public junior college enrollment was almost even with private junior college enrollment, but by 1940, over seventy percent of all junior college students attended public institutions.[23] Business and trade schools assumed new functions and took on academic respectability through use of the name "junior college."[24] Furthermore, unemployment and reduced work-week provided additional leisure time. This tended to stimulate the growth of junior colleges. Many youths who were unable to get work went to the local junior college rather than be entirely idle. The depression

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[20]Leonard V. Koos, The Junior College Movement (Boston, Mass.: Ginn and Company, 1925) p. 11.

[21]Max S. Smith, Community College (East Lansing, Michigan: Michigan State University, 1960) Mimeograph, p. 9.

[22]Hillway, op. cit., p. 43.

[23]Smith, op. cit., p. 9.

[24]Hillway, op. cit., p. 43.

can be considered an important factor in the growth of the junior colleges in the 1930's.[25]

Second, adult education and programs of self-improvement became a vital part of the junior college movement. Tyrus Hillway asserted that the introduction of adult education in junior colleges was the biggest asset these institutions gained during the 1922-1940 period.[26]

Utilization of radio contributed to the growth of two-year colleges. The radio changed Americans from a provincially-minded people to one which demanded more education in world affairs.[27] The days of isolation were numbered for the United States and its citizens wanted to know more of the past history and probable future. Many of these citizens were not necessarily desirous of going away to college, but would welcome opportunities to investigate such facts and questions which radio brought about. The junior college was the natural answer for such citizens, i.e., education without quitting their jobs or leaving home.

Community College Era, 1940-Present

The broadening purpose of the junior college led to the community college concept. The terms junior college and

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[25]Brubacher and Rudy, op. cit., p. 252.

[26]Hillway, op. cit., p. 43.

[27]Seashore, op. cit., p. 9.

community college are used interchangeably and collectively, e.g., the Flint Community Junior College. Michigan's legislature has legally designated all public junior and community colleges as "community junior colleges."[28] The community college is conceived to be an institution which studies and builds its programs on the needs of the community it serves.[29] The junior college, or community college as it is being called more frequently, serving many adults and part-time students, has grown steadily in the past twenty years. For example, from 1940 to 1958, the number of community junior colleges throughout the United States rose from 610 to 667. Enrollment during that same period more than tripled from 267,406 to 892,642.[30] Independent and church-related junior colleges in this country numbered 276 in 1958 with a total of 99,537 students or about twelve percent of the total junior college enrollment.[31]

II. THE ROLE OF THE JUNIOR COLLEGE

The Leonard V. Koos survey in 1922-23, found the preparatory function listed as the foremost purpose of the

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[28] Michigan Community Colleges, A report prepared by the Michigan Council of Community College Administrators (Lansing, Michigan: 1962) Monograph, p. 1.

[29] Emma Rheinhardt, American Education (New York: Harper and Brothers, Publishers, 1960) p. 361.

[30] Smith, op. cit., p. 8.

[31] Ibid., pp. 9-11.

junior college by those contacted. He listed the purpose of offering two years work acceptable to colleges and universities as the prime reason for the junior college existence.[32] A somewhat similar survey by Frank W. Thomas in 1926 revealed that junior college administrators felt the preparatory function to be the prime goal of their institutions.[33] Thomas developed the theory that the two-year colleges should fulfill four basic functions: (1) Preparatory; (2) popularizing; (3) terminal; and (4) guidance.[34]

The Preparatory Function

Since junior colleges were established primarily to provide preparation for university life, curriculum which was essentially parallel to the first two years of the university brought a measure of prestige to the junior college movement. Administrators of the junior colleges felt their work was helping the leading universities of the country. Many local newspapers also pointed with pride to the above-average work of hometown junior college students who transferred to major universities.

In California, the universities encouraged the junior

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[32]Koos, The Junior College Movement, op. cit., p. 15.

[33]Proctor, op. cit., pp. 11-13.

[34]Ibid.

colleges to prepare students for university life. While it was the basic purpose of the junior college to duplicate the function of the first two years of the standard college, the function was expected to be fulfilled under more desirable economic and living conditions. The preparatory function would be better served by the junior college which had smaller class enrollments in the local community and at lower costs. It was pointed out that students who were immature would have continuing home influence which was frequently considered so vital by their parents.[35]

Walter Crosby Eells sought to determine whether or not the junior college was fulfilling the preparatory function. His study from 1922 to 1925, indicated that students entering Stanford University, after completing their work in a junior college, were superior in ability to others.[36] The measurements included standard intelligence tests and an evaluation of previous academic records. Transfer students made slightly lower grades during their initial period of transition to the four-year college, but were awarded more honors than non-transfers at graduation. Based on this study and others, the junior college appeared to be successfully performing the preparatory function.[37]

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[35]Hillway, op. cit., p. 38.

[36]Proctor, op. cit., pp. 170-187.

[37]Ibid., p. 187.

In another study of the preparatory function, Leonard V. Koos corroborated the general findings of Eells. Furthermore, he claimed the junior colleges were making outstanding progress in recruiting adequate instructional personnel. Finally, Koos indicated the two-year college was well on its way to achieving recognition by universities and colleges of work done by its transfer students.[38]

The Popularizing Function

For the purposes of this thesis, the term "popularizing" means, "an endeavor to present the highest local form of popular education and the junior college should be the peoples college."[39] All of the favorable features of the junior college movement would have gone for naught if citizens had not urged the establishment of these institutions. Citizens asserted that it was the duty of the local school boards to provide greater opportunity for the high school graduates to continue their education. Many parents became convinced that high school graduates who received higher education would enrich the community through citizenship, leadership and service.[40]

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[38]Koos, The Junior College Movement, op. cit., p. 18.

[39]Proctor, op. cit., p. 18.

[40]Ibid., p. 15.

The upward extension of high school encouraged those who could not afford to leave home to seek higher education by bringing the college to the young working adults. The junior college tended to popularize higher education and the two-year college became known as the "peoples college," or the college which brought education to the community. Such obstacles as location, economic structures, home obligations and similar factors were minimized.[41] The foregoing indicates the junior college recognized its community responsibility and was receptive to adapting its courses to fulfill the community needs.

The Terminal Function

Even while the junior college was being considered primarily as a means of preparing the students for higher education in the university, there were those who foresaw another function. This was the terminal program which is a two-year college curriculum, especially of a vocational character, which prepares the student for the so-called semi-profession.

Harper, "the father of the junior college," noted the possibility that partitioning the lower and upper schools might encourage some students to terminate their college careers at the end of two years.[42] In 1902, Harper

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[41] Hillway, op. cit., p. 64.

[42] Brubacher and Rudy, op. cit., p. 248.

presented five arguments justifying the junior college. He posited that: (1) The sophomore year is a convenient point to stop college careers; (2) some college students may desire only two years of college; (3) pre-professional standards in academic work may be increased; (4) economy of financing higher education would become more plausible; and (5) students could remain at home until maturity is reached.[43]

Those educators who studied carefully the possibilities in the vocational field became convinced that the terminal function was second only to the preparatory function in importance. Educators also saw that the junior college was the unit which should and could provide this function.

In the early days, certain professional jobs in the field of engineering, only two years of formal education was necessary. At that time the arbitrary classification "semi-professional work" was associated with such jobs. There was a demand for men trained for two years in engineering. The larger universities hesitated to offer shorter periods of training. The junior colleges were best prepared to offer semi-professional training.[44]

At the time there was question as to whether students would be interested in two-year terminal courses. Data by

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[43]Proctor, op. cit., pp. 11-13.

[44]Ibid., p. 19.

Frank W. Thomas, an early advocate and writer on junior colleges, revealed there was sufficient interest to justify the terminal function.[45] Unfortunately, there were no studies conducted to determine how many students in terminal programs did not terminate their education at the end of two years.

Koos concluded that the junior college function of terminal education was second only to that of preparation for transfer to the university:

> The hope must rest not in readjustments within the colleges and universities of the current type, but in institutions in which the first two years under consideration are terminal grades. That is to say, it rests in the utilization of the junior college idea. Our assurance that the interests of those who will not or should not go beyond the first and second years will be better conserved in such an institution is grounded in the fact that the lower schools with which this work should be associated have already made propitious beginings toward differentiating work for those who can and should continue their education and those who can not or should not continue it.[46]

In addition to vocational terminal curriculum, the junior colleges also furnished a non-vocational terminal curriculum. This curricula also differed from the preparatory courses. Non-vocational terminal programs gave the student a wide choice of electives in the various arts and social sciences.

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[45]Hillway, op. cit., p. 64.

[46]Koos, op. cit., p. 120.

The Guidance Function

The fourth function listed by many authors as a basic role of the first junior colleges was guidance.[47] Guidance in preparatory or terminal programs became a basic function of the junior college in the formative years between 1900 and 1922. Junior colleges generally recognized this responsibility to counsel the immature or undecided student on the feasibility of continuing or terminating education at the end of two years.

In the 1920's, many principles of guidance were still in the formative stage. Most colleges and universities had not emphasized the guidance function. The junior college was the only level of higher education which provided guidance in almost every institution.[48]

The function of guidance was not intended to absolve the students of making decisions regarding their career and vocation. It was the philosophy that freedom to choose, unwise though it may be, should reign. The junior colleges had certain duties which existed regardless of indicated desires by the student. These duties included such items as: (1) Informing the student of opportunities in his tentative choice of vocation; (2) the requirements of his

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[47]Proctor, op. cit; Hillway, op. cit; Brubacher and Rudy, op. cit.

[48]Hillway, op. cit., p. 65.

potential vocation; (3) discovering and pointing out the student's capacities; and (4) the likelihood of failure because of limited abilities. All of these necessitated individual contact with the student if the junior colleges were to be successful.[49]

Many universities, especially those in California, admitted only the superior or "recommended" high school graduates. Students not in this category frequently desired education beyond the high school level. Therefore, the junior colleges were faced with an exceedingly difficult task of assisting and guiding the less able students.[50] Such guidance frequently meant inducing such students to enter the junior college terminal programs.

During the formative years of the guidance function in junior colleges, it became apparent that steps were necessary to assist students in re-evaluating their vocational aims. Many students had a definite vocational objective before entering the junior college.[51] The choices were based upon the prestige of the occupation with little

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[49]Granson N. Kefauver, "Functions of Guidance at the Junior College Level" in Gray, William S. (ed.), The Junior College Curriculum (Chicago: University of Chicago Press, 1929) p. 119.

[50]Hillway, op. cit., p. 65.

[51]A. R. Crathorne, "Change of Mind Between High School and College as to Life Work" Educational Administration and Supervision, VII (April, 1920) pp. 274-289.

or no thought given to ability and capacity to learn or perform the tasks eventually required.[52]

Those few institutions who failed to provide guidance for the junior college students were criticized by the large majority which did provide this service. Such criticism tended to create interest by those institutions which previously had not shown interest. Junior colleges laid much of the groundwork for today's provision of guidance at the high school and university level of education.

III. SUMMARY

Junior colleges have grown in number and enrollment. They have also grown in prestige and diversity of purpose. Early expansion is perhaps best explained by the economic advantages of the two-year colleges. Encouragement by the universities helped the two-year institutions grow.

During the early years of the junior college concept the emphasis tended to be on the preparatory and terminal function. As the junior colleges expanded, they adopted more flexible programs and philosophies. The flexibility led to popularization of "adult education" which is an outstanding principle of most two-year colleges today.

Junior colleges have made their contribution to higher education and this is generally acknowledged by

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[52] *Ibid.*

educational leaders. A great deal of guidance which prevails in today's high schools and universities can be credited to the junior college movement. The goals and programs of community colleges of today are distinctly different from the junior college of the early days. Few are housed in high schools and even fewer are restrictive in their curricula to the so-called "basic" college courses. Today, two-year colleges are offering exploratory and experimental programs which are not generally offered by the universities and colleges.

Thus, many junior or community colleges of today offer curricula which are identical or similar to law enforcement programs. The obstacles to implementation of a police program are minimal. So then, police education at the junior college level is both logical and practical. In fact, the junior college can and should provide the bulk of college trained municipal police officers.

CHAPTER III

LAW ENFORCEMENT AND EDUCATION

Society has invariably found it necessary to establish rules or "laws" to guide the actions of the people of that society.[1] While some form of "police" activity has existed for thousands of years to enforce those laws, organized police departments have existed for a relatively short time.[2] The so-called "citizen's arrest," quite prevalent a century and a half ago, is practically non-existent today. The dependency of the public on the police departments is increasing each year. The large volume of crime, demands for activities of a non-regulatory nature and the raising of educational levels have made it imperative that law enforcement utilize formal education to supplement training.

I. EDUCATIONAL ADVANCES IN POLICE WORK

Law Enforcement in the Nineteenth Century

In the nineteenth century, policing a rapidly growing metropolis was a task which apparently appealed to men whom

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[1] Nels Anderson, The Urban Community. (New York: Holt and Company, 1959) p. 440.

[2] Ernest W. Puttkammer, Administration of Criminal Law (Chicago: University of Chicago Press, 1953) p. 29.

Bruce Smith calls the "shiftless, the incompetent and the ignorant."[3] Educational requirements for law enforcement applicants were almost unheard of at that time; the requisites for entry to police work were essentially political connections, physical prowess and a booming voice. The principle technique of law enforcement was generally confined to handling a billyclub.[4] The greater proportion of recruits had a limited knowledge of criminal law. Much of the public distrust of police officers existing today is the result of many corruption ridden departments of that era.[5]

Training in the Twentieth Century

The first formal recruit training in the United States is unrecorded in the immediately available literature.[6] The desirability of training recruits received a token of recognition at the turn of the twentieth century. Establishment of training schools by the Pennsylvania State Police in 1906, and the cities of Detroit and New York by 1911, validates

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[3]Bruce Smith, Police Systems in the United States (New York: Harper and Brothers, 1960) p. 127.

[4]Ibid., p. 128.

[5]Harry Elmer Barnes and Negley K. Teeters, New Horizons in Criminology (Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1959) p. 218.

[6]August Vollmer, John P. Peper, Frank Boolsen, Police Organization and Administration (Sacramento, California: State Department of Education, 1951) p. 154.

the acknowledgement of a need for training by some police agencies. By 1921, state police recruits in New York, New Jersey and Michigan were receiving training.

Formal Education and Law Enforcement

The seeds for police training at the university level were sown by the University of California in the summer session of 1916.[7] The program consisted of a six week criminology and police course. "Summer session courses in criminology were offered each year from 1916 to 1931, with the exception of 1927."[8] Utilization of college classrooms for police training began to expand as a result of this experiment.

Chief August Vollmer of the Berkeley (California) Police Department visualized the potential advantages of the "college cop." In 1917, Vollmer began recruiting students from the University of California for the Berkeley Department. The daring experiment at first attracted national ridicule when Vollmer's men were cartooned in caps and gowns armed with heavy books in place of clubs. But once again Chief

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[7]August Vollmer, "Police Progress in the Past Twenty-five Years," Journal of Criminal Law, Criminology, Volume 24, No. 1 (May-June, 1933) p. 164.

[8]University of California, Berkeley, Bulletin, Announcement of the School of Criminology, 1962-63, p. 8.

Vollmer turned ridicule into respect.[9] As Albert Deutsch described the results of the experiment in this way:

> Never in American police annals was there assembled around a single headquarters so strangely brilliant an assortment of cops as rode the beats of Berkeley. . . Never did so small a group of uniformed cops produce so great a constellation of distinctive leaders.[10]

Within a quarter of a decade, many police chiefs began recognizing the desirability of attracting college educated men to their departments.[11]

The Berkeley Police Department instituted a recruitment program in 1917, which became exemplary for departments throughout the nation in later years. Candidates for the Berkeley Department were required to undergo stringent tests of character, mentality and resourcefulness, as well as physical ability. It soon became a mark of high honor to be accepted as a Vollmer policeman.[12]

More Graduates Available

The Berkeley Police Department was the exception, not the rule, in the early twenties. Physical strength,

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[9]Albert Deutsch, The Trouble with Cops (New York: Crown Publishers, 1954) p. 122.

[10]Ibid.

[11]Orlando W. Wilson, "August Vollmer" Journal of Criminal Law, Criminology and Police Science, Vol. 44, No. 1 (May - June, 1953) p. 99.

[12]Deutsch, op. cit., p. 121.

stature, courage and dexterity remained the chief requisites for applicants in most police departments. Educational achievement or distinction was of little concern in police recruitment. The comparative scarcity of applicants possessing a high school education may be cited as a leading explanation of the caliber of police applicants. As standards of formal education in the United States were improved, police departments were able to require more education of their applicants.[13] A better educated public, likewise, necessitated more thoroughly informed police officers.

High school enrollments in the United States provide an insight as to the educational movement in this century. In 1900, eight percent of the high school age group were attending high school. By 1930, that figure rose to slightly less than fifty percent.[14] Such an increase in high school attendance certainly affected the number of applicants with high school education for police work.

In 1923, August Vollmer, the leading proponent of formal education as a requisite to service in police work, prepared a list of suggestions and methods which he felt

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[13] Bernard C. Brannon, Into Tomorrow" Police Yearbook, 1958 (Washington, D. C.: International Association of Chiefs of Police, 1958) p. 27.

[14] Charles F. Schuller and Walter Wetticch, Audio-Visual Materials (New York: Harper and Brothers, 1957) p. 8.

would improve municipal law enforcement in the United States. One of his recommendations included the establishment and maintenance of high standards of education. Another proposal suggested the establishment of preparatory and promotional courses for police officers in colleges and universities.[15] In 1927, the University of Wisconsin instituted a training program for regularly employed police officers. The "zone school," i.e., a school set up to serve a county or geographical area, had been suggested by numerous police chiefs of Wisconsin.[16]

In 1923, the University of Southern California introduced courses in police subjects and criminology.[17] In 1929, Southern California offered the first "after-hour," in-service police courses for off-duty, regularly employed police officers.[18] The University of Chicago instituted a police program in 1929, with August Vollmer in charge. The program sought to train college students who planned to enter the police administration field, however, the demand for college trained students was limited. The curriculum was terminated when Vollmer returned to his duties as Chief of

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[15]George H. Brereton, "Education in the Professionalization of Law Enforcement" Journal of Criminal Law, Criminology and Police Science, Vol. 8, No. 1, (May-June 1961) p. 112.

[16]Ibid. p. 113.

[17]Vollmer, Peper and Boolsen, op. cit., p. 154.

[18]George H. Brereton, op. cit., p. 377.

Police in Berkeley.[19]

Other localities, such as Wichita, Kansas, began offering in-service training for their officers for short periods utilizing institutions of higher learning for this purpose. In 1931, Vollmer accepted a professorship at the University of California to assist in the establishment of what was eventually to become a criminology curriculum. This curriculum was a part of the general field of public administration. Vollmer taught the three-hour course as one phase of the training of public administration students.[20] An approved curriculum of criminology as a group major was adopted in 1933.[21]

The Thirties and Early Forties

The university police programs failed to provide many college-educated recruits for municipal police departments. Within those institutions which established law enforcement programs in the early thirties there was an atmosphere of experimentation. Municipal policing was viewed by most observers as being unskilled labor.[22] Such an attitude was

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[19]Wilson, op. cit., p. 102.

[20]Brereton, "Education in the Professionalization of Law Enforcement" op. cit., p. 114.

[21]University of California, Berkeley, op. cit., p. 8.

[22]Frank D. Day, "Police Administration Training" Journal of Criminal Law, Criminology and Police Science, Vol. 47, No. 2 (July-August, 1956) p. 253.

not conducive to attracting any great number of college graduates to the field of municipal law enforcement.

In 1930, the first two-year college police course to be established in the United States was started at San Jose State Junior College.[23] Los Angeles City College followed San Jose State in 1932.[24] By 1933, the University of Southern California began granting bachelor and master degrees in police administration. Special certificates were being issued for two years of academic achievement.[25] Michigan State College began a program somewhat similar to that of San Jose State's in 1935.[26] Vollmer gave recognition to programs such as Michigan State's and San Jose State's as "trail blazers" in university police curricula.[27]

Favorable forces for training by the colleges and universities of police officers and potential officers moved

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[23] T. W. MacQuarrie, "San Jose State College Police School," Journal of Criminal Law, Criminology, Vol. 26, No. 2 (July-August, 1935) p. 255.

[24] Vollmer, Peper, Boolsen, op. cit., p. 156.

[25] Brereton, "Education in the Professionalization of Law Enforcement," op. cit., p. 114.

[26] Institute for Training in Municipal Administration, Municipal Police Administration (Chicago: International City Managers Association, 1961) p. 199.

[27] August Vollmer, The Criminal (New York: Foundation Press, 1949) p. 373.

from other directions. Training through the police manual and walking a beat was recognized as insufficient and formal instruction of recruits was deemed a necessity.[28] David G. Monroe felt that one method to eliminate the shortcomings of police training at the local level was through utilization of universities of the nation.[29] Monroe and Earl Garrett, as assistants to Vollmer, recognized a possible trend to college training of police officers and future applicants[30] Significant to Monroe was the traffic administration program instituted at Northwestern University and the curricula at San Jose State.

Training of police officers received impetus in the early thirties. Training, it was felt, would improve policing and public relations. Active commanding officers of some police departments were not entirely convinced, however, according to Donald C. Stone. In 1934, Stone pointed to the objections of Chicago police department commanding officers that the three-month recruit training was a waste

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[28]August Vollmer, "Abstract of the Wickersham Report," Journal of Criminal Law and Criminology, Vol. 22, No. 5, January, 1932, p. 720.

[29]August Vollmer, Earl Garrett and David G. Monroe, Report on Police (National Commission on Law Observance and Enforcement, June 27, 1931) p. 79.

[30]Ibid., p. 83.

of effort.[31]

Police authors, such as Rollin Perkins, composed a force which gave emphasis to the need for recruitment of better educated candidates for law enforcement. Perkins recognized that some cities had taken necessary steps to eliminate the uneducated recruit. Perkins noted in his book, Elements of Police Science, in 1942:

> The old notion that a police officer should be a bully assigned to a task of keeping everyone in his place by a loud voice, if not by actual force, has now largely disappeared.[32]

Although this opinion was tinged with optimism, it did precede what leaders in the law enforcement field were to maintain more vehemently in the near future.

Bruce Smith, an expert in the United States in police administration,[33] felt that the rise of formal education among law enforcement agencies was probably more attributable to increased compulsory school attendance. Smith did recognize that making the police service more attractive to high school graduates and those with some college background was a contributory factor for upgrading educational standards

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[31]Donald C. Stone, "Police Recruiting and Training" Journal of Criminal Law and Criminology, Vol. 24, No. 5, (January-February, 1934) p. 1000.

[32]Rollin M. Perkins, Elements of Police Science (Chicago: Foundation Press, 1942) p. 7.

[33]Frederick B. Crossley, "Bruce Smith and the Chicago Police Department," Journal of Criminal Law and Criminology, Vol. 22, No. 5, January, 1932, p. 644.

in many areas.[34]

Another significant development in college training for those planning to enter law enforcement occurred in 1941. Washington State College initiated a four-year police program leading to a bachelor of science degree. V. A. Leonard was named to administer the new curriculum. The program recognized the need for higher educational prerequisites in policing, if professionalization was to be forthcoming in law enforcement.[35]

The above statements of progress should not be construed as indicating there was universal recognition of the necessity for having intelligent, well-educated and well-trained law enforcement officers. On the contrary, the opposite view was more prevalent. Most departments were well satisfied with "practical" men who had "common sense" and who were trained within the "buddy" system.

Post-War Acceleration

Society grew increasingly complex following World War II due to technological advances and expanding urbanization. Such perplexities increased the intricacies of law enforcement. Many smaller communities recognized that the day of

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[34]Smith, op. cit., p. 164.

[35]V. A. Leonard, Police Organization and Management (Brooklyn, N. Y.: The Foundation Press, 1951) p. 129.

arming a recruit with a gun, badge and nightstick and expecting him to perform his task satisfactorily was beginning to disappear.[36]

Higher education in the United States increased substantially as a result of the uses made of Public Laws 16 and 346 (commonly referred to as the G. I. Bill of Rights) in the period following World War II. Enrollments in colleges and universities have increased yearly since 1946. Police administration programs flourished and increased at an even greater pace. Universities which had offered such programs tended to expand, experiment and improve their police curricula. The University of California established a school of Criminology in 1950. The University of Southern California posited that law enforcement education is neither a substitute for recruit training, nor a form of refresher training. The University did not seek to turn out criminologists, fingerprint experts or other police specialists.[37] This task was felt to be one to be properly undertaken by the police agency following recruitment.

The Michigan State University police program has grown in enrollment and diversity substantially since 1945:

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[36]Fred Hess, "Police Training in Small Communities," The Police Yearbook, 1958 (Washington, D. C.: International Association of Chiefs of Police, 1958) p. 40.

[37]Donald E. J. MacNamara, "Higher Police Training at the University Level," Journal of Criminal Law, Criminology and Police Science, Vol. 2, No. 5 (January-February, 1950) p. 658.

FALL TERM ENROLLMENT

Year	Graduate	Undergraduate	Total
1945	0	11	11
1950	0	204	204
1955	0	374	374
1960	23*	359	382[38]

*The master's program (Master of Science) was started in the fall, 1956.

By 1950, many police departments, especially those on the Pacific coast, began viewing college education and law enforcement as consonant with one another. In Los Angeles, California, there were 1,000 law enforcement officers studying for bachelor and higher degrees, according to Orlando Wilson.[39] By 1962, the number of four-year institutions offering degree programs preparatory to careers in law enforcement, criminalistics and corrections in the United States was no less than forty.[40] Police programs in law enforcement, criminalistics, delinquency control and corrections appear to be well on their way toward providing

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[38]Arthur Brandstatter, Director, Michigan State University School of Police Administration, Letter, January, 1964.

[39]Wilson, op. cit., p. 99.

[40]A. C. Germann, Frank D. Day and Robert R. J. Gallatti, Introduction to Law Enforcement (Springfield, Illinois: Charles C. Thomas, Pbl., 1962) p. 243.

a considerable number of law enforcement officers with college degrees.

II. NECESSITY FOR MORE FORMAL EDUCATION FOR ENFORCEMENT OFFICERS

In the preceding pages, a brief outline of the development of police programs in colleges was presented. Some of those institutions provided pre-entry training only; others provided essentially only post-employment training. Many police administrators and educators were eager to promote college level police programs. This does not mean that there is any unanimity favoring such programs. Many police supervisors, in fact, implement obstacles to formal education of their men.

Some of the arguments advanced by advocates of higher education for law enforcement officers and potential officers will be reviewed and discussed at this point. All of the reasoning offered by the proponents will not be covered at great length.

Complexities of Tasks

Complexities of the twentieth century have contributed substantially to problems of policing, especially at the municipal level. "The complex service of law enforcement in modern society, as a result of public demand, has also

increased the importance of the police officer."[41] The public is becoming aware of the grave juvenile delinquency problem, an increasing vital police problem. A pronounced trend toward urbanization of population has spawned many serious problems.[42] As the sociological and psychological complications within urban communities increase, similarly do the complexities of law enforcement. Thus, with ever-multiplying societal problems facing law enforcement in the cities, demand for knowledgeable officers with more than a common sense understanding of human relations, sociology and psychology will increase.

The control of juvenile delinquency and "pre-delinquency" activities of police departments has complicated the policeman's task. The importance of handling juvenile problems correctly cannot be overemphasized. Increasing recognition is being accorded this problem as indicated by added specialization, through training, of juvenile bureau personnel within many police departments. But what of the great number of patrolmen who deal initially with the delinquent and pre-delinquent? Have they received even minimal training in terms of handling juveniles?

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[41] Major Charles W. Roth, "Police and Modern Society," Law and Order Vol. 10, No. 6 (June, 1962) p. 17.

[42] Roland C. Faunce and Nelson L. Bossing, Developing the Core Curriculum (New York: Prentice-Hall Inc., 1951) p. 13.

Formal education in sociology, psychology and criminology would fill a gap in this area of deficiency in training. This provides a valid argument for a college curriculum which can be utilized by the pre-entry and post-entry students of law enforcement. It is imperative that those persons working in juvenile divisions also gain a more thorough understanding of human relationships through this type of formal education. Arthur F. Brandstatter, Director of Michigan State University's police school cogently observes: "There is a need for more expertly trained personnel to do an adequate job in the area of juvenile work."[43]

The exploding metropolis, transportation and communication advances made since World War II -- plus the speedy industrialization -- all have brought forth expanded problems in policing.[44] Increased legislation to control complex society has led to additional police powers and services, thus creating a more urgent need for extensively trained police officers. Even more important, the wide variety of the discretionary powers entrusted to police officers makes it mandatory that they be educated to use this discretion

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[43] A. F. Brandstatter, "Improving Police Effectiveness by Improved Promotional Methods and Performance Evaluation" Police Yearbook, 1954 (Washington, D. C.: International Association of Chiefs of Police, 1954) p. 161.

[44] O. W. Wilson, Police Administration (New York: McGraw-Hill book Company, 1950) p. 3.

properly.[45]

Chief Bernard C. Brannon of the Kansas City, Missouri, Police Department, posits that the officer of today must know and utilize skills possessed by sociologists, economists, psychologists and other academicians.[46] Valuable studies have been conducted in the area of human relations; the police officer of today should have background and knowledge of this research.

An increasing number of police man-hours are being spent in helping the citizen with problems borne of the complexities of this age. If municipal police departments hope to satisfy the demands placed upon them as a consequence of these problems, then more formal education is necessary. Both the currently employed officer and the potential officer are in need of education in fields such as sociology, psychology and criminology. Such information and training can most adequately be obtained in institutions of higher learning.

Because of the above mentioned intricacies of society and police work, the recruitment of capable personnel is becoming increasingly difficult. The present caliber of applicants is disturbing to many police administrators.[47]

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[45] Brannon, Into Tomorrow, op. cit., p. 26.

[46] Ibid.

[47] D. A. McKinnon, "Internal Relations in Police Organizations," Police Yearbook, 1957. (Washington, D.C.: International Association of Chiefs of Police, 1957) p. 41.

Further, the general knowledge and ability which most recruits initially possess does not satisfactorily fulfill the requirements which they, as potential policemen, must possess to perform their duties. Training is necessary and a few weeks in a police academy will not suffice.

"Even the experienced peace officer frequently finds these complexities too great for him to aid the citizen in solving his daily problems."[48] The increased contacts by police officers with the primarily law-abiding citizen, as in traffic enforcement and the purely service functions, have led to the demand for more thoroughly trained officers in the field of public and human relations. The police academies have advanced impressively, but they remain inadequate in training officers to the degree to which they must be trained to do an adequate job in this era.

As more of the population receives education beyond the high school level, the need for more educational background for the police officer will evidence itself. Major Charles W. Roth of the Toledo Police Department in Ohio, poses a challenging query:

> The day is rapidly approaching when the greater number of people will have a college degree. How can (the) police hope to attain any stature in a community and do an effective job if they remain static at the high school level?[49]

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[48] Brandstatter, op. cit., p. 165.

[49] Major Charles W. Roth, "Police and Modern Society" Law and Order, Vol. 10, No. 5 (May, 1962) p. 54.

Search and Seizure

Rules of arrest, search and seizure are in constant flux. Each term of the state and federal supreme courts results in more speculative and challenging interpretations of what is expected of law enforcement officers. Too few police officers possess sufficient understanding of such rules. Two or four hours of presentation of practical procedures by fellow officers frequently comprise the extent of police academy instruction. The "live and learn" attitude prevails in many departments. Such a viewpoint is not conducive to efficacious law enforcement or the professionalization of policing.

Formal education, provided by institutions of higher learning, is a logical answer to the problem of providing more thorough knowledge of the basic arrest, search and seizure procedures at the municipal level of law enforcement. A comprehensive knowledge of the United States Constitution is vital if an officer is to understand the ground rules. As Ernest Puttkammer says:

> The basic source of our law as to the propriety of any given search is the constitutional provision, be it state or federal constitution, that governs the officers, be they state or federal, who are making the search.[50]

In Michigan, the use of search warrants will undoubtedly

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[50]Puttkammer, op. cit., p. 80.

become more and more prevalent in the next decade. Those communities that have police officers who are thoroughly indoctrinated in the intricacies of search warrants will benefit greatly through efficacious and legal enforcement.

Professionalization

Professionalization of law enforcement is one of the most frequently discussed subject in police circles today. Such discussions are generally centered upon the extent of police professionalization, not the advisability or desirability of the goal. Few would deny the advantages for our democratic society, as well as law enforcement, should such a position among the occupations be attained. "Professionalization is necessary for the establishment of law enforcement ideals which will transcend all individual benefits of a social and financial nature."[51]

Professionalization is a nebulous term. It has been defined in many ways and is used to convey diverse meaning and implications. For example, the professional is distinquished from the amateur in athletics. Another usage of the term describes the body of persons within a particular occupation, such as the professional plumber. Perhaps the most incongruous usage of the term has come to be that of

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[51]Oakland (California) Police Department, Annual Report of 1959, p. 26.

the professional criminal, viz, the professional thief, gambler or prostitute.

A prevalent interpretation of the word professional refers to occupations requiring advanced formal education, such as the legal and medical fields. General occupational and societal status and prestige are assigned the doctor and attorney as a result of attainment of high standards within their chosen endeavors. These occupations may be said to represent the elite in terms of any view of professionalization. However, whether law enforcement should strive to attain such an elite status, at this time, is questionable.

Law enforcement has a number of obstacles to overcome before it can claim proximity to professionalization similar to that enjoyed by medicine and law. The controversy in law enforcement frequently is the extent to which the occupation can professionalize and to what degree it should seek to emulate the aforementioned learned professions.

The following characteristics may be said to represent the basic qualifications which an occupation should possess before it can be considered a profession in the terms of this paper:

1. A common fund of knowledge.[52] The experience gained through years of service must be freely

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[52]Institute for Training in Municipal Administration, op. cit., p. 459.

exchanged throughout the field.[53]

2. Establishment of minimum entrance requirements primarily referring to personal character, skills and formal education.

3. A code of ethics which is sufficiently stringent and powerful to spell out punitive actions against those who violate that code.

4. Mobility - - as the ability to transfer or move from one geographical area, either state or city, to another.

5. A formal or informal organization oriented for common interest and public duty.[54]

The legal and medical occupations have developed the aforementioned "funds of knowledge." They have established entrance requirements which are useful in assuring that skills and formal education are possessed prior to acceptance into their profession. The canons of the attorney and the Hippocratic oath of the doctor formulate the essence of an efficacious code of ethics; violators can be dealt with by the profession. Basic requirements within states are such that mobility is feasible for the members of these groups. The American Bar Association and the American Medical Association certainly represent formal organizations which are

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[53]Oakland Police Department, op. cit., pp. 26-27.

[54]Ibid.

instituted for common interest and public duty.

Though the above factors are vital criteria, most authorities point to education as the real basis for the professionalization of these fields. In no professional school have there been more rigid requirements than in the field of medicine.[55] Higher standards in legal training have also been significant. Beginning in 1905, the law schools made mandatory a three-year training course. There was also a general agreement as to the requirement of two years of pre-legal college work prior to acceptance in the law school.[56]

Doctors and lawyers are required to undergo seven or eight years of college training. The present requisites for municipal employment in law enforcement are considerably less; high school education being the common minimum requirement. Walnut Creek, California, requires a bachelor's degree and Berkeley, California, requires two years of college education of their police applicants.[57] The discrepancies in educational requirements between the above described occupations are obvious.

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[55]William E. Drake, The American School in Transition (Englewood Cliffs, N. J.: Prentice-Hall, Inc., 1955) p. 528.

[56]Ibid.

[57]Institute for Training in Municipal Administration, op. cit., p. 135.

The necessity for upgrading educational standards to some degree for patrolmen is generally conceded by police administrators. That all recruits should be required to have a bachelor's degree is not readily accepted. Certain students of this subject feel that the two year, or the associate in arts degree, is probably the cornerstone to professionalization of policing. No less an authority than Orlando W. Wilson comments in Police Planning:

> Professionalization of police service must be based on a cultural foundation in the liberal arts composed of the requirements for the associate in arts as a minimum. Additional tool courses in English, speech, psychology, human biology and statistics are also desirable.[58]

A. Stanley Anderson, police educator and coordinator of law enforcement training at Santa Rosa (California) Junior College, likewise recognizes that full police professionalization will, of necessity, be a gradual transition. Junior colleges will undoubtedly play a major role in this transition.[59]

Law enforcement can become professionalized without every patrolman being a college graduate. There is serious question as to the wisdom of having an entire force of college graduates. Police leaders must face the fact that

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[58] O. W. Wilson, Police Planning (Springfield, Illinois: Charles C. Thomas, Pbl., 1957) p. 249.

[59] A. Stanley Anderson, "The Junior College and Police Professionalization," Police (January-February, 1962) p. 14.

promotions within law enforcement agencies are generally limited. How long would the college graduate be satisfied with today's tasks of policing the initial level of enforcement? Two or three examinations without a promotion certainly could be demoralizing to the unsuccessful patrolman. By the same token, little quality could be expected among the men who would not be dissatisfied with such a situation.

No one, apparently, questions the necessity for professionalized medicine and law. After all, the doctor stands as an important determinant of life and death of his patient almost daily. He thus needs extensive training if he is to be effective. The attorney is constantly involved in litigation which can mean deprivation of rights or even the life of his client. Thus, he also must have a comprehensive knowledge of his chosen field of endeavor in order that he properly fulfills the definitive legal marks of a democratic society.

Thus, the police officer represents the difference between democracy and tyranny; life and death; jail and freedom; criminality and obedience to law for the citizens of the United States in his law enforcement activities. Just as imperative, then, is the need for professional police, i.e., those who hold the lives and liberty of the citizenry in their hands daily. The doctor with a scalpel is no more

potentially dangerous than a policeman with a gun.[60] The untrained attorney is no more hazardous to the proper execution of the administration of criminal justice than is the untrained police officer who works within the same system at the enforcement level.

III. SUMMARY

This chapter has reviewed the recognition accorded by law enforcement in the twentieth century regarding the need for training and formal education to improve policing. August Vollmer, Orlando W. Wilson and V. A. Leonard have been pre-eminent spokesmen and pioneers in the development of college programs for law enforcement which have led to more than 120 city colleges, junior colleges, colleges and universities offering some type of law enforcement program at the present time.[61] General education during this century has advanced at an almost unbelievable pace. High school graduates were relatively few in the 1920's. Today, they are common-place in most areas of the country.

World War II brought about many problems, one of which was the acceleration of the movement to metropolitan areas by

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[60] E. Wilson Purdy, "General Discussion: Personnel Administration and Supervision," The Police Yearbook, 1962 (Washington, D. C.: International Association of Chiefs of Police, 1962) p. 295.

[61] Germann, Day and Gallati, op. cit., p. 213.

great masses of the population. The resulting complexities of society have forced changes in concepts of policing and have necessitated intensive training for police officers. Police academies have advanced, but they have not answered the training problem and formal education is needed as a supplement. Search and seizure restrictions have also led to a demand for more thoroughly educated officers.

Professionalization of law enforcement is a common goal for most administrators. The extent of professionalization, through formal education, is frequently debated. The hope of attracting sufficient numbers of college graduates to municipal policing is dubious; even more questionable is the wisdom of having college graduates comprise the entire force of each law enforcement agency. O. W. Wilson and others feel that the cornerstone for professionalization can be properly laid through recruitment of men possessing associate in arts degrees from junior colleges. Professionalization of law enforcement will not come overnight. A big step toward the goal can be taken through establishment of police programs at the junior college level.

CHAPTER IV

PROBLEMS ENCOUNTERED AND THEIR SOLUTIONS IN ESTABLISHING JUNIOR COLLEGE POLICE PROGRAMS

It is the purpose of this chapter to discuss some of the problems connected with instituting police programs in junior colleges. Many of these problems have already been overcome by two-year institutions in other states, especially in California. This chapter will attempt to clarify questions which a junior college administrator, or school board, might ask if approached regarding the initiation of such a program. The extent of the program will vary from one school to another, according to the needs of the community.

There are a number of questions which an administrator of a Michigan junior college may pose regarding a proposed police curriculum. Dean Clyde Blocker of the Flint Community Junior College listed some which he thought would generally apply throughout the state.[1] For example, issues of cost, curricula and likelihood of success of a law enforcement program would be relatively the same in each two-year institution.[2]

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[1]Clyde Blocker, Flint Community Junior College Dean, Personal Interview, December 20, 1960.

[2]Ibid.

Public junior colleges in Michigan are under the direction and control of the local school board. The board makes the final decision concerning the adoption of a proposed new program. Further, the board in each area will be seeking sufficient information upon which they can base a decision for such a proposal.

California's leadership in police programs in both the junior and senior colleges is unchallenged. No less than thirty-eight two-year colleges in that state have instituted police curricula.[3] Over ninety percent of the total number of junior colleges in this country offering Associate in Arts degrees in law enforcement are located in California. In Los Angeles County alone, there are more junior colleges with police programs than all the other states combined.

In 1961, Allen P. Bristow listed twenty-two junior colleges offering police programs, which was as comprehensive a list as was then available.[4] However, results of a survey printed in Introduction to Law Enforcement revealed that there were forty-two junior colleges with police programs

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[3]A. C. Germann, Frank D. Day, Robert R. J. Gallati, Introduction to Law Enforcement (Springfield, Illinois: C. C. Thomas, Publisher, 1962) pp. 243-253.

[4]Allen P. Bristow, Editor, "Police College News," Police, September-October, 1961.

in force or in preparation.[5] Much of the discrepancy is undoubtedly attributable to the rapid adoption of such programs. Each survey is outdated within a year after it is conducted.

Correspondence with various California junior colleges revealed that there are a number of titles under which police programs exist. Regardless of the title, most of the offerings as to course content are quite similar. The Fullerton[6] and Los Angeles Harbor Junior Colleges[7] title their curricula "Police Science;" Riverside[8] and Santa Rosa[9] call their program "Law Enforcement Curricula." Other names used are "Pre-Police Training;" "Criminology;" and "Police Science-Peace Officer." Thus, one can be confused if he cares to cavil over the title of a program. Basically, it is the content of the curriculum which is important.

Any junior college administrator interested in a law enforcement curriculum will generally desire information concerning the problems other institutions faced. He will also

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[5]Germann, Day and Gallati, op. cit., pp. 243-250.

[6]Fullerton (California) Junior College Bulletin, 1960-1961, p. 151.

[7]Los Angeles Harbor College (California) General Catalogue, p. 99.

[8]Riverside (California) City College, 1960-1961, p. 38.

[9]Santa Rosa (California) Junior College Bulletin, 1959-1961, p. 102.

be concerned with how the more serious problems were finally resolved. Research reveals there were many problems, however, most of which were confined to general areas. They may be classified as: (1) Curricula; (2) student interest; (3) availability of instructors; (4) adequacy of textbooks; and (5) cost factor. The foregoing problems will be presented and will be followed by methods utilized in solving those problems.

I. CURRICULA

New Police Courses

Many of the two-year institution co-ordinators indicated that they had met numerous problems in the curriculum area for police programs. An initial consideration was the depth or extent to which the program should go upon its adoption; that is, how many new police courses should be offered the first and second semester.[10]

Work Experience

The provision of a work experience plan for police programs posed a perplexing problem. The advantage of such a provision at the junior college level would be to offer the student an opportunity to compare and correlate the philosophical aspect of law enforcement with the practical.

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[10] Stanley W. Everett, Riverside City College (California) Letter, January 13, 1961.

Such a program is felt by some to be vital to the provision of a well-rounded curricula. Providing practical experience in conjunction with academic progress is felt to be desirous.

Opposition to such a plan features the problem of students injured while performing on-the-job tasks. Analogous is the potential law suit for the junior college for persons engaged in "internship" programs. These arguments are, to a great extent, negated by the work-experience programs in retailing, nursing and the dentist technician curricula.

Terminal, Transfer or Dual Program

The question of whether to offer a terminal, transfer or dual program frequently arose. The courses could be designed to fulfill the immediate ends of the student to the extent of a terminal program. The junior college could offer strictly a transfer program for all students, with those who plan to terminate their education at the end of two years taking the same courses as those who plan to continue their education at a four-year institution. The third course of action by the junior college could be combining a terminal and a transfer program.

Rotation of Shifts

Many police departments rotate the shifts of patrolmen on a monthly basis. This situation frequently posed a

problem for junior colleges with a law enforcement program. It was necessary to devise a method to provide classes for patrolmen regardless of hours worked.

II. STUDENT INTEREST

Indifference

A possible lack of interest in police courses by potential students is frequently an objection of both educators and police administrators.[11] Some educators are dubious that interest in policing will be sufficient to justify the costs of additional courses. Of equal importance is the resistance by police leaders in some departments towards formal education. Chiefs or captains who personally lack education beyond the high school level and point with pride to their achievement ask, "If it was good enough for us, why shouldn't it be good enough for today's recruits?"[12]

Admission to Program

A police program at the junior college requires some type of admission policy. The problem of making the police courses available to only active law enforcement officers or all junior college students posed a problem. Establishment of minimal entrance requirements for those desiring to

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[11] Bernard C. Brannon, A New Profession is Calling, (Kansas City, Mo.: Kansas City Missouri Police Department, 1954) p. 5. (Mimeo)

[12] Ibid.

major in law enforcement was a correlated issue.[13]

Prior to acceptance of a police program, junior college administrators may desire a recommended method of admitting or selecting students for the curricula as a major field of interest. Restricting admission to certain qualified students was deemed advisable.[14] The reputation of a police program will be affected by the type of students enrolled and their extra-curricular activities may attract attention to a greater extent than would a liberal arts major.[15]

Retarding Influences

As a rule, public opinion of law enforcement as an occupation is quite low. A great proportion of the citizenry have a misconception about law enforcement. Parents and friends of many potential police majors may question the wisdom of their sons or daughters spending two or four years preparing to become police officers.[16]

The limitations of promotional opportunities and frequent lack of recognition by civil service units as to educational background when establishing criteria for promotion is an obstacle to pre-service and post-entry training.

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[13] *Ibid*.

[14] Blocker, *op*. *cit*.

[15] *Ibid*.

[16] Germann, Day, Gallati, *op*. *cit*., p. 235.

Such facts will undoubtedly affect the choice of potential students, but they should be clearly understood at the outset. Germann, Day and Gallatti similarly sum up the problem: "Lateral entrance to specialized, supervisory and managerial positions is extremely rare."[17]

Another negative influence affecting the attraction of students to law enforcement curricula established at the junior college level concerns immoral and illegal activities by sworn police officers. Seldom a day passes that there is not an article about a police officer being fired or prosecuted for theft, accepting a bribe, burglary or some other crime. Unfortunately, the public is willing to classify all police officers in the same category, with no regard to the thousands of honest policemen who give the taxpayers a little bit extra, through working anytime it is necessary. Thus, the image of law enforcement today leaves much to be desired.

Certain working conditions of police officers are not conducive to student interest in law enforcement.[18] The "patrolman's lot" is not an enviable one in most cities. Too many cities have been dilatory in reducing their officers work week, with a range of 39 to 96 hour work week in cities

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[17] Ibid.

[18] Brannon, op. cit., p. 6.

over 10,000 population.[19] Furthermore, generally the pay of police officers is not overly attractive to junior college students considering a career in law enforcement. Finally, rotation of platoons in many locales will deter some junior college students from further aspiration to wear the shield. Such discouraging features of law enforcement at the local level need to be attacked and overhauled if we hope to forge ahead with intelligent and willing recruits with at least two years of college education. The retarding influences are such that an entire thesis could very well be written on this alone.

Officers Tuition

The development and institution of a police program in a junior college will be accompanied by a financial problem relative to the police officers tuition.[20] Frequently a question will arise whether the local governmental unit, namely the city council or county board of supervisors, will be willing and/or able to assist officers with junior college tuition costs. Information as to the policy and plans of the municipality for possible remuneration or partial payment

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[19]Colonel T. Eric St. Johnston and Samuel G. Chapman, The Police Heritage in England and America (East Lansing, Mich.: Institute for Community Development and Services, Continuing Education Service, Michigan State University, 1962) p. 38.

[20]Bernard C. Brannon, "Police Personnel," The Police Yearbook, 1961 (Washington, D. C.: International Association of Chiefs of Police, 1962) p. 193.

of costs of their officers participating in a police curricula will be of interest to the junior college.[21]

Some inquiry should be made as to whether the city, county or township will aid their officers financially to attend the local junior college if a police program is instituted. There is some debate among police officials as to the extent of the assistance. Some feel one-half of the tuition should be paid upon successful completion of courses. Others feel the governmental unit should pay all costs. Some units of government very likely will refuse to even consider such an undertaking. Others will desire facts and figures on what the potential cost will be for such a plan of reimbursement.

III. AVAILABILITY OF INSTRUCTORS

The standards set by the governmental unit entrusted with establishment of the criteria for certification of instructors for junior colleges will vary from state to state. In Michigan, for example, there is no longer any requirement for certification to teach in a junior college. This being true, Michigan junior colleges will undoubtedly find recruitment of police administration instructors less difficult.

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[21] Blocker, op. cit.

Junior colleges inaugurating a police program will ordinarily require only a part-time instructor. Generally speaking, such an instructor will be available only through local law enforcement agencies. There are relatively few college graduates of police programs who join municipal departments.

IV. ADEQUACY OF TEXTBOOKS

The adoption of police curriculums have been deterred because of a lack of adequate textbooks in some courses of study. However, more police textbooks are being written annually giving reason for optimism in this problem. There must be a close scrutiny to assure quality rather than quantity.

V. COST FACTOR

Any educational institution considering the establishment of a new course or curriculum must determine whether that project or service can be afforded. Such a decision is based upon the likelihood of the curriculum being more beneficial than other proposed courses. The decision involves an investigation and an estimate in dollars and cents, as well as extraneous factors. In the case of a school board, the administrative heads usually recommend adoption or rejection and such recommendations may or may not be

followed.[22]

In Flint, Michigan, the recommendations of the Community Junior College Dean are reviewed by an "administrative council" which is composed of: (1) Business Manager of Schools; (2) Superintendent of Schools; (3) Director of Libraries; and (4) Dean of the Junior College.

This council, in turn, decides whether the proposal should go to the school board as presented or modified.[23] Such modifications will ordinarily enrich the proposal, according to August Brandt, Business Affairs Manager of Flint Community Junior College.[24]

The cost, estimated in round dollars, should include as many incidental expenses as can be anticipated. Budgets for all organizations, by their very nature, necessitate a detailed account of anticipated costs for operations. Therefore, an estimate should be as realistic as possible.

Instructors

The greatest significant cost of instituting a police administration curricula is incurred when additional instructors must be added to the payroll of the junior college.

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[22]August Brandt, Business Affairs Manager, Flint Community Junior College, Personal Interview, September 23, 1962.

[23]Ibid.

[24]Ibid.

Generally, there will be no instructors on the staff qualified to instruct the new courses to be added by the police curricula. If there were one such instructor, then the cost would be significantly less.[25]

The cost of a new police program in relationship to instructors pay will be dependent upon a number of factors. For example: (a) The number of courses in police administration to be offered the first and second semesters; (b) the instructional background of the individual, i.e., years of teaching experience, and; (c) the educational background of the new instructor.[26]

The variety of courses to be offered will be governed by a number of factors including the demand for the program by students, availability of competent instructors and the depth which the school board decides to go into such a program insofar as costs are concerned. It will usually be found that one part-time instructor will suffice at the inception of the police program.[27]

Equipment and Incidentals

A new instructor in a junior college will need certain office equipment. Such items as a filing cabinet for miscellaneous paper and supplies, desks and/or chairs, and adequate

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[25] *Ibid.*

[26] Blocker, *op. cit.*

[27] *Ibid.*

office space will be necessary.[28] Other equipment may or may not include teaching aids and police equipment for demonstration purposes. This type of equipment might be expected to include handcuffs, nightsticks, pistol targets, fingerprint equipment and other paraphernalia that may be desirable if certain courses are to be offered.

A program in law enforcement will necessitate the services of a secretary to prepare communications, examinations, correspondence and handle appointments for the instructor.[29] A part-time instructor will need a secretary to advise students as to office hours, hand out printed information concerning the program, etc.

VI. SOLVING CURRICULA PROBLEMS

Problems regarding curricula, student interest, textbooks, instructors and cost are frequently best resolved through an analysis of methods utilized by other junior colleges. Such information would be useful to any junior college which contemplates a police program.

New Police Programs

The depth or extent of a police program upon its

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[28]Flint Community Junior College, Faculty Handbook, 1962-63, p. 26a.

[29]Blocker, op. cit.

inception necessitates an "educated guess" on the part of the junior college officials. There are two views as to how the question could best be solved. One method would be to utilize a core curriculum as a basis for establishing new police courses. Such a plan would call for instituting the number of classes listed in the "freshman first semester" schedule. The second semester would find a repetition of those classes, plus courses listed for the freshman second semester schedule.[30]

However, a preferred method would be to offer certain courses in the fall semester only and other courses in the spring semester only.[31] This method minimizes another problem, e.g., lack of trained and qualified instructors.

Work Experience

Two plans are utilized by junior colleges to offer work experience while attending police program courses. A very practical method calls for the provision of a student campus police unit. A great number of institutions use these units to the advantage of both the police program majors and

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[30]Fullerton Junior College, op. cit., p. 68; Santa Rosa Junior College, op. cit., p. 102; Riverside City College, op. cit., p. 38; Los Angeles Harbor College, op. cit., p. 72.

[31]Clayton B. Westover, Glendale (California) College, Letter, January, 1961.

the college.[32] Campus policing by students provides the college with necessary patrols and traffic direction at a minimal cost. Some junior colleges give college credit for participation on the student patrol force; others pay a nominal wage. At one junior college, student campus patrol members are given an annual allowance of $200 to be used within certain limitations established by the institution.[33]

Some junior colleges provide equipment, such as uniform, for the student patrol. However, generally uniforms must be purchased by the students. The students are frequently permitted to wear the uniform for any private employment they might negotiate. The students generally do not have police powers, carry firearms or investigate crime.[34] Student patrol officers have apparently benefited from this type of program. Coordinators report it is a satisfactory method of giving the regular students some knowledge of the practical problems of policing.[35]

Another method to provide the student with an opportunity

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[32]James C. Negley, Modesto (California) Junior College, Letter, January, 1961.

[33]A. Stanley Anderson, op. cit.

[34]Santa Rosa (California) Junior College, Student Police Patrol, 1960 (Mimeograph) pp. 1-2.

[35]Negley, op. cit.

for the comparison of classroom philosophy with the practical application of police work is the field service training plan. Such a plan is designed to provide for the student's observation of actual work experiences in the various agencies to which he is assigned.[36]

Establishment of a field training plan poses other problems, such as the academic credit to be granted to those students enrolled in the field service. Further, should participation be voluntary or mandatory? Finally, at what point of the two-year career would the student best benefit from the field service training?

Few junior colleges have utilized field service training as part of the police curricula. Those who have adopted such a plan grant three hours credit for enrollment, which is voluntary, and establish sophomore status as a prerequisite.

Terminal, Transfer or Dual Program

The Glendale (California) Junior College provides a good example of a dual program. The institution offers seven courses which are transferable in nature. Another six courses are offered which are only transferable through

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[36]Michigan State University, Catalogue, 1958-59 (East Lansing, Michigan: Michigan State University Publication, 1958) p. 158.

the curriculum committee of the Los Angeles State College.[37] Students who do not intend to transfer to a four-year institution will frequently enroll in the last six courses. Other two-year colleges offer similar plans, limiting the curricula to two or three transferable courses with the remainder being classed as terminal.[38]

There is a wide division in the total number of law enforcement courses offered at the different junior colleges. Table I lists the variety of the number of courses and credit hours as defined by ten selected junior colleges. The number of courses varies from four in Riverside Junior College to thirty-three in El Camino Junior College. Most of the institutions limit the police courses which may be taken for graduation credit to twenty or twenty-five hours. At Fullerton Junior College, however, it appears that as many as forty-four credit hours in police courses can be used towards the associate's degree.

Most junior colleges faced the problem of whether to offer a terminal program, a transfer program or a combination, _after instituting_ the law enforcement curriculum. Where the curricula was initiated at the request

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[37]Glendale (California) College, _Peace Officer Training_, (Mimeograph) p. 1.

[38]A. Stanley Anderson, _op. cit._

TABLE I

A COMPARISON OF POLICE COURSES AND CREDIT HOURS OFFERED BY TEN JUNIOR COLLEGES

	JUNIOR COLLEGE	POLICE COURSES	TOTAL CREDIT HOURS
1.	Santa Rosa (California)	12	31
2.	Riverside (California	4	24
3.	Los Angeles Harbor (California)	14	36
	(Only 12 of the 14 courses can be taken)		
4.	Glendale (California)	13	39
5.	St. Petersburg (Florida)	8	33
6.	San Diego (California)	18	50
	(Student may take 13 courses, 36 hours)		
7.	City College of San Francisco (California)	17	44
8.	Fullerton (California)	17	50
	(14 courses can be taken, 44 hours)		
9.	El Camino (California)	33	95
	(9 courses can be taken, 27 hours)		
10.	Brooklyn College (New York)	21	44

of police agencies, little attention was paid to transferability of the courses of that curricula. As the police programs grew within those junior colleges, the question frequently arose as to which courses would be transferable at four-year institutions. A substantial number of students, who were not police officers, were attracted to the program and intended to continue their education beyond two years of college.

Most junior colleges today offer a dual terminal-transfer program. A great proportion of junior colleges have devised a method of assisting those students who plan to transfer, as well as those who plan to terminate their education with an associate degree.

Rotation of Shifts

In-service education for persons engaged in law enforcement is an objective of many junior colleges offering police programs.[39] Such a goal is not easily attained due to the aforementioned problem of rotating platoons for police officers. The practice of rotation each month creates an almost hopeless situation for officers interested in attaining formal education.

One solution to this situation was to offer two sections for the courses. One section was held during the

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[39] Stanley W. Everett, op. cit.

day, the other section was held in the evening session.[40] Generally, the two sections were taught by the same instructor so that course context would be as similar as possible. The Fullerton, San Diego and Glendale Junior Colleges in California exemplify such programs.[41] Most of the junior colleges found it possible to enroll actively engaged police officers in related courses, as well as in specific police courses. Sociology and political science were felt to be valuable fields of study.

CURRICULA PROBLEMS

Proposed Curricula

There should be a specific curricula for a police program.[42] Such a program should be developed to utilize the existing courses offered by the junior college. The social, physical and natural sciences, language arts and physical education programs should be reviewed and those subjects which would be the most beneficial should be recommended or required by the program.

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[40] John S. Owens, Orange Coast College (California) Letter, January 16, 1961.

[41] Fullerton Junior College, op. cit; San Diego (California) Junior College Catalogue, 1960-61; Glendale (California) Junior College Catalogue, 1960-61.

[42] Clyde Blocker, Personal Interview, June 16, 1961.

Present Curricula

Robert Borkenstein, during a recent convention of the International Association of Chiefs of Police, stated that there were invariably courses which would round out a two-year program in police administration.[43] Students should receive curricula advisement which will give them the optimum preparation for law enforcement. Each junior college will offer a varying number of courses which may be adaptable for the police program. The degree of flexibility of a recommended program of study will depend upon the variety of courses available at the particular junior college.

A Suggested Curricula

Any student seeking an associate's degree from a junior college in Michigan must have completed a political science course; two English courses; and, except under certain conditions, two physical education classes.

A second aid is available through a review of other junior colleges with police programs. This aid was utilized by the writer in developing a "block program," (also referred to as a core curriculum by some educators.)[44]

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[43]Robert Borkenstein, "Workshop: Progress in Police Training" Police Yearbook, 1961 (Washington: International Association of Chiefs of Police, 1962) p. 193.

[44]Edward A. Krug, Curriculum Planning (New York: Harper and Brothers, 1957) p. 108. Also see Roland A. C. Faunce and Nelson L. Bossing, Development of the Core Curriculum (New York: Prentice-Hall, Inc., 1951) 230 pp.

There is little question that the formulation of a specific curricula should be based upon the philosophy of providing a dual function police program. Both the terminal and the transfer student can be accommodated at a junior college. The number of students intending to continue their education beyond an associate's degree will increase with the length of time the courses are offered.

To plan a transfer-type program, the coordinator of the program will find it necessary to gain approval of specific courses at the institutions the students are likely to attend. At the present time, Michigan State University is the only four-year institution in Michigan offering a police curricula. The reputation of this school, and the close proximity to the home of most Michigan junior college graduates, establishes it as the sole institution which must be contacted. Unquestionably, the great bulk of junior college police administration students who continue their education will do so at Michigan State.

The School of Police Administration and Public Science at Michigan State University is directed by Arthur Brandstatter. Mr. Brandstatter was interviewed[45] and he gave his views as to what the requisites would be for approval of junior college police courses as transferable credits

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[45]Arthur F. Brandstatter, Director of School of Police Administration, Michigan State University, Personal Interview, August 9, 1961.

at State. The greatest potential danger was that the courses could be of a non-academic nature, with over-emphasis on the "how to" of police work instead of the philosophy of policing. Subjecting the curricula to "tool" classes can only lead to a substitution of the police academy which is not the purpose of such a program. Junior college police programs are not instituted to supplant but to supplement the regular police department academies.

In Michigan, the community colleges which do adopt police programs would be wise to study the courses offered by Michigan State. Probably no more than five or six of the equivalent of Michigan State courses should be given by a junior college.

VII. ANSWERING STUDENT INTEREST QUESTIONS

Indifference

Probably the best way to determine if there is student interest in a police program is to offer classes in this field. Student interest in police programs, as well as the interest of active police officers, is undoubtedly dependent upon the quality of the presentation of the program. A progressive and objective individual, as opposed to a passive coordinator merely instituting the program, may very well be the difference between success or failure of that program.

It is not surprising that the various junior colleges

soon discovered the police programs to be popular with the students. There is a high interest in police work on the part of many persons at the age of eighteen.[46] It is between the ages of eighteen and twenty-one that many develop other occupational interest. Law enforcement programs are one method of deterring a deviant interest.

An additional encouraging factor at the California junior college level as to student interest was the willingness of law enforcement agencies promoting participation by their officers. Many of these same enforcement officials agreed to hire the students as unsworn personnel for such duties as turnkeys, dispatchers and other positions which could be filled by civilian personnel.

Table II indicates the number of full and part-time students enrolled in police programs at various junior colleges. Student interest in these institutions appear, in most cases, to be more than adequate to justify such a curricula. The statistics are, for the most part, those of two-year institutions in California. The establishment of high recruitment standards by California law enforcement agencies is a by-product of this student interest. It is in California that law enforcement will probably become professionalized first.

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[46] Police Science Advisory Committee, Los Angeles (California) Harbor College, Minutes of Meeting, February 23, 1960. (Mimeograph) p. 3.

COMBINED FULL AND PART-TIME ENROLLMENT IN JUNIOR COLLEGE POLICE PROGRAMS

INSTITUTION	FIRST CLASSES IN LAW ENFORCEMENT OFFERED	ENROLLMENT AS OF SPRING, 1962
1. Brooklyn (New York) College	Fall, 1953	100
2. East Los Angeles (California) Junior College	Fall, 1948	609
3. Everett (Washington) Junior College	Fall, 1959	6
4. Flint (Michigan) Junior College	Fall, 1961	56
5. Fresno (California) City College	Fall, 1958	35
6. Fullerton (California) Junior College	Fall, 1957	397
7. Imperial Valley (California) Junior College	Fall, 1955	50
8. Los Angeles Harbor (California) Junior College	Spring, 1950	165
9. Los Angeles Valley (California) Junior College	Fall, 1951	451
10. Mount San Antonio (California) College	Fall, 1953	675
11. San Diego (California) Junior College	Fall, 1956	311
12. San Jose (California) Junior College	Fall, 1960	100
13. Santa Rosa (California) Junior College	Fall, 1957	95
14. Seton Hall (New Jersey) University College	Fall, 1955	62

Undoubtedly, other states will follow.

Admission to Program

Restricting admission of students to a police program should be a paramount goal of the person responsible for the program. Qualifications should be stringent enough to assure only those likely to be accepted in law enforcement. The justification of such restrictions are based upon fairness to the students and the program.

Unquestionably, the admission to the police program would be best controlled through background investigation. Such an investigation should be conducted on the basis of police and school records, reference and any ex-employers. The basis for such information will be most easily obtained by an application filled out by the applicant student.

California's junior college coordinators generally concluded that additional screening should be given an application for admission to the program which included information for a background check.[47] Some institutions required a clearance statement from the student's home town police department.[48] Other junior colleges developed two curriculas; one for the regularly employed officer and one for regular students.

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[47] John A. Grasham, Los Angeles (California) Harbor College, Letter, January 23, 1961.

[48] Ibid.

A practical method for solving the problem was to admit all students to any of the courses but require a background check for those seeking to enter the program as majors with the goal of graduation with an associate's degree in law enforcement. Since the program was frequently devised to give a true representation of problems and methods of modern policing, to be overly restrictive in the admission to a course in police work would be a denial of one of the goals of the program.

Students interested in entering the police program at Shasta Junior College in Redding, California, must fulfill the regular application requisites, pass personal interviews and take personality, police adaptability and intelligence tests. Police program instructors make close observations of the student's personality, school activities and social conduct. Those felt to be deficient in these latter attributes are urged, though not necessarily required, to transfer to a different major by their advisor. Those students who do not physically qualify for law enforcement positions are advised of their limitations and encouraged to enter a different major interest or an area of law enforcement in which size or eyesight is not so crucial.[49]

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[49]Shasta (California) College Progress Report - Fall, 1960 (Mimeograph) p. 2.

Retarding Influences

Certainly there have been improvements in the past decade in working conditions for police work.[50] Most of the larger departments are now on a forty hour work week. A larger number of these departments supply uniforms for their officers. Pay and retirement benefits are generally comparable to the skilled trades at this time. The hours worked and the "patrolman's lot" are the greatest obstacles posed by municipal departments.[51]

Introduction to Law Enforcement lists five advantages of municipal employment. They may be considered as drawing cards for those contemplating a career in law enforcement.[52] The advantages are: (1) Career advancement; (2) career challenges; (3) service to community, state and nation; (4) local level needs; and (5) affiliation with a cause.[53] A sixth incentive might be added concerning the advances of police programs at the junior college level.

Subsidization of Tuition

The question of governmental units subsidizing the

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[50] Ibid., pp. 226-227.

[51] Ibid.

[52] Ibid.

[53] Brannon, A New Profession is Calling, op. cit., p. 6.

tuition of their law enforcement officers enrolled in police programs should be discussed. Whether or not the units will provide financial aid to police officers should not affect the establishment of a police program. Certainly, such a fact will have a bearing on the number of officers who participate and the extent of participation. The likelihood that the newly initiated program will succeed or fail on the basis of such decisions is remote. The degree of the success of the objectives of the curricula is more likely to be affected.

In an area such as Flint, those potential students from the General Motors plants, e.g., plant protection officers, are already assured of full reimbursement of tuition costs for classes taken to improve their efficiency in their jobs. The only requirements are a clearance slip from the personnel office and proof of successful completion of the courses. This factor should be considered by a coordinator or administrator of a junior college.

Kansas City, Missouri, pays two-thirds of the tuition costs for the thirty-one officers attending Kansas City University.[54] Payment of one-half of the cost of tuition for a municipal or county law enforcement officer's enrollment in a police curricula is justified on two basis:

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[54] Ibid.

A. If the officer is paying some part of the cost out of his own pocket or income, he will be more inclined to get the full value from the courses. He will be less likely to feel that the education is free and, therefore, not of much value. The "freeloader" attitude which some ex-servicemen took towards education and the G. I. Bill of Rights is well known. A great number of these verterans were not ready to study but were attending college for lack of something better to do. Such a philosophy might possibly be more detrimental than no police program at all.

B. The city or county will be the recipient of untold benefits by way of increased efficiency, as well as improved public relations and morale.

Liaison Work

Three additional problems may arise in connection with the institution of a police program in the junior college and are related to the task of : (1) Liaison between the junior college and local law enforcement agencies; (2) liaison between the junior college and a potential receiving university or college which has a police program; and (3) an attempt to assist any other Michigan junior college that might inquire or request aid in establishment of the program at their institution.

There will be a greater difficulty in developing student interest in police programs in Michigan and there appears to be less emphasis in Michigan recruiting, or even a desire for, police applicants who have continued their education beyond high school. There appears also to be a less enthusiastic interest in having officers further their education after joining some police departments. A junior college police program no doubt will promote an interest on part of many chiefs who would not otherwise favor, or be concerned with, higher education for their officers.

A law enforcement curricula in a Michigan junior college is thus facing more difficulties than those of California. For the curricula to be a success will require more than a small amount of selling to the various law enforcement groups of the area. The quality of courses will have to be above average. Attraction of the first students will, unquestionably, be more difficult than after the program is better known.

VII. AVAILABILITY OF INSTRUCTORS

Two factors contribute to California's favorable position to obtain junior college police program instructors. First, the state has relatively low academic standards for such instructors. Probably the most important factor, however, is the large number of four-year institutions with police programs. The graduates from such curriculas thus

increase the supply of potential police curricula instructors at the junior college level. A large number of them are actively engaged in law enforcement and part-time employment at a junior college.

Certification of junior college instructors in Michigan has been ruled unnecessary by the State's Attorney General. However, junior colleges have continued to require certain academic achievement for applicants to teach. The previous minimum of a master's degree remains critical in the opinion of many junior college administrators. Such being the case, Michigan junior colleges may face a problem of qualified instructors.

Lack of an adequate number of instructors will limit the number of police courses which a two-year college can offer. The optimistic view is that perhaps more police program graduates would join municipal departments if they had an opportunity to teach on a part-time basis at the local junior college.

IX. PROVIDING SUITABLE TEXTBOOKS

The junior colleges adopting a law enforcement curricula found a scarcity of good texts. It was discovered that there was a definite need for textbooks which presented factual data on policing. There were numerous fictional books but a very few which would aid in supplementary reading. Since the early 1950's, there have been more and more

acceptable textbooks published. Experts in this field, viz., Germann, Wilson and Bruce Smith, Jr., have contributed in the growing source of material.

One of the critical areas of textbooks has been the lack of supply of orientation type books. Introductory police courses have a need for a text which is specifically written for such instruction. In 1961, such a book was published and should prove to be a very useful and challenging text. Introduction to Law Enforcement, by A. C. Germann, Frank D. Day and Robert R. J. Gallati, combines the present day problems of policing with a fine historical background of law enforcement and philosophical view as to the future of police agencies at the local, state and federal levels.[55] Colonel T. Eric St. Johnston and Samuel G. Chapman have also combined to provide an insight into the background of police systems in the United States and Great Britain in a publication which would bear further investigation for use as a potential supplementary reader. The booklet, The Police Heritage in England and America: A Developmental Survey,[56] should be worthwhile in the introductory courses of police programs.

X. ANSWERS TO PROBLEMS: COST

Instructors

The greatest cost factor in instituting a police

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[55]German, et al., op. cit.

[56]St. Johnston and Chapman, op. cit.

curricula will be the result of added instructors. Few community colleges will have an instructor already on their faculty qualified to handle police courses. The number of courses offered the first year will establish, in part, the cost of initiating a police curricula.

A highly desirable method for establishing new police courses is through gradual addition each succeeding semester. If this were the accepted procedure at a particular junior college, the cost of instructors would be significantly less the first school year. Depending on the instructor employed (since salaries vary in relation to their teaching experience and degree held) the first semester's salary will probably be less than $1,000. The second semester the cost of instruction will probably double to $2,000.

If the junior college should decide to offer a summer session police course, the cost would be somewhat greater. A summer course would probably be inadvisable until the session could be utilized for a special course. Such a course would be one which could be experimental and be expected to draw mainly from all students enrolled in the police curricula.

The remainder of the items which were included in this chapter as cost factors are: Available class rooms, office space, files and equipment for the instructors.

Equipment

The use of police equipment for demonstration is questionable. Such items as night sticks, handcuffs and other paraphernalia, and their proper usage, are logically the responsibility of the police recruit school. The junior college program should not seek to supplant such schools, nor should they endeavor to present "tool" courses.

The total cost of equipment will vary depending upon available used desks, files, chairs, coat racks and other necessary items. August Brandt indicates an estimate of $500 will cover these articles.[57] Such an estimate will be sufficient for a school board's information on cost of instituting a new program.

Assignment to a Department

The assignment of a police program to an existing department in the junior college organization is advisable on two basis: First, the need for a secretary; and secondly the advice and assistance available to the program's director from a department head. Problems of procedure and policy of the organization will frequently arise. The police program director will need a bit of

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[57]Brandt, op. cit.

advice and coaching if he hopes to avoid pitfalls. It is generally conceded that a police program will best fit into a social science department.[58]

XI. SUMMARY

In this chapter there were a number of problems presented which would or could arise from the institution of a police administration curricula in a junior college. In this chapter the problems or questions related to a Michigan junior college and more specifically to such a program at the Flint Community Junior College were discussed.

The problem of cost in dollars and cents must be answered if a program is to be considered. What junior colleges in Michigan could or should consider a police program and what justification would be necessary should be answered. The possible subsidization of tuition for police officers enrolled in a subsequent program should be investigated. A specific curricula should be developed for consideration and related curricula problems should be studied and answered. The proposed program should incorporate a specific outline for selection of students who are not actively engaged in police work.

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[58] *Ibid.*

CHAPTER V

PLANNING FOR THE IMPLEMENTATION OF A POLICE PROGRAM IN A MICHIGAN JUNIOR COLLEGE

Junior colleges offer broad comprehensive programs in both academic and occupationally oriented subject areas. A police curricula represents essentially what junior college programs attempt to present as community institutions. The two-year institutions provide excellent answers to many problems law enforcement faces today. Furthermore, a law enforcement program will benefit a junior college as well as the community. Thus, all Michigan junior colleges should seriously consider a law enforcement curriculum.

I. FUNCTIONS OF JUNIOR COLLEGES AND POLICE PROGRAMS

The accepted functions of junior colleges, which are synonymous with objectives of police programs, my be considered as follows: (1) Preparation of students for transfer to four-year colleges or universities; (2) preparation of students for employment in occupations not requiring education beyond the two-year level; (3) provide opportunity for older youth and adults in communities to continue educational, cultural and vocational activities and to provide for their personal growth; (4) provide special services to the community; and (5) provide an opportunity for adults to study

on a part-time basis.

Police programs at the junior college level will thus: (a) Prepare students for transfer to four-year institutions which offer police curricula - - for the most part these students will seek federal, state or private employment upon receiving their bachelor's degree; (b) prepare students for employment in municipal and county law enforcement - - academic requirements are such that an applicant possessing an associate degree will have sufficient educational background; (c) provide an opportunity for employed officers to continue their educational, cultural and vocational activities - - such a provision will enhance the policeman's likelihood of promotion and job improvement; and (d) as a part of the junior college philosophy, police programs will provide an opportunity for police officers to study on a part-time basis - - the existence of large numbers of other part-time students at a junior college minimizes complexities for police officers lacking sufficient off-duty hours to become full-time students.

The initiation of a law enforcement curriculum at the junior college level will require extensive planning. Utilization of data gathered in this thesis may aid in such planning. The role of junior college police curricula indicates the need for such programs. Their objectives may be said to be predicated on both local and general law enforcement needs.

The Role of Junior College Police Programs

The ever-increasing complexities of police work have led junior colleges to devise programs in law enforcement which will develop a greater ability by active and prospective law enforcement officers to understand laws, human relations and the principles of police administration.

Police work involves the ability to make numerous decisions every working day which reflect the effectiveness, standing and relations with the public. Professional skills learned in the formal education institutions are a definite asset in the development of ability to use sound judgment, which is an important requisite for any law enforcement officer.

The greatest portion of a police officer's time and effort is spent dealing with people. It is, therefore, desirable that he develop the ability to understand human nature and motivation of human behavior. Only with this ability can he deal intelligently and sympathetically with those who turn to him for guidance. In criminal cases, aside from the manipulative skills involved, it is desirable to develop the ability to tactfully, skillfully and successfully reach a conclusion to the satisfaction of society.

Junior colleges generally have, as an objective of their police curricula, an understanding of the philosophy of laws and their historical backgrounds. The police officer's actions are based on law but in applying a law

or an action to a specific set of circumstances, the law itself is not enough. He must go further and use sound judgment plus a thorough knowledge of the basic police objectives.

Junior colleges seek to develop an understanding of principles of police administration, scientific techniques of criminal investigation, sources of information and the causation of criminal behavior. Further, the student is exposed to the ramifications of traffic problems, human relations, reporting systems, as well as the history and development of law enforcement and its impact on modern society.

The role of a police program in a junior college is fairly well defined. A prime purpose is to give the student a knowledge of policing and administration. Beyond this, the program should expose the student to academic discipline in the social and physical sciences as well as philosophy, literature and art. In fact, a general police curriculum should utilize some knowledge of the basic disciplines in all of the major fields offered in a junior college curricula.[1] Any program which succeeds in such a task will benefit law enforcement, the student and society in general.

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[1]New Mexico Sheriff's and Police Association, "Proposal for a Police School at New Mexico State," Letter, August 26, 1960.

While the junior college should avoid the temptations of supplanting the police academy, it should seek to supplement police training within reasonable limits. Further, formal education is in the favorable position to assist local law enforcement officials through providing a program designed to accommodate employed officers. Thus, a liaison is necessary between the college and police agencies.

Recruitment of qualified personnel for law enforcement has become increasingly difficult. Competing with industry and other occupations has placed police agencies at a disadvantage. A high percentage of potential personnel are continuing their education at the junior college level. The students originally interested in law enforcement may be lost to the profession, due to educational offerings in other fields. Without a police program, student interest in law enforcement tends to wane. Thus, an objective of any junior college police program is to encourage probing career possibilities in all levels of law enforcement.

The proposed law enforcement curriculum in a Michigan community junior college embraces the foregoing objectives. The day of merely arming the police officer with a gun and a badge and putting him on the street is on the way out. The program will speed its demise. No longer is the requisite of the police officer merely brawn. Today, progressive municipalities seek both brain <u>and</u> physical stature.

The modern philosophies of dealing with human beings should be integrated into the curricula of a law enforcement program. The psychological advances will be utilized by more police officers within most Michigan community junior college areas. The objectives of tact, finesse and skill in police work should be the guiding features of the program.

Implementation of a police program in a Michigan public junior college will generally require a proposal to be presented to the local school board. It is anticipated that the formulated proposal herein will be flexible enough to be utilized by those seeking institution of such a program. The content of the proposal is recommended in Exhibit A at the end of the thesis.

II. ANTICIPATED BENEFITS OF A PROGRAM

The chief beneficiaries of a police program at the junior college level are potentially: (1) The students; (2) the junior college; (3) local law enforcement agencies; (4) citizens of the community; and (5) colleges offering police programs. Further, law enforcement in general will benefit from such a curricula, including federal and state agencies.

Many of the anticipated benefits of a program in law enforcement have been previously discussed. The topic concerning objectives of a program cover some beneficial

features. Therefore, this section will be restricted to aspects not previously mentioned in the chapter. The benefits will generally be in direct proportion to the work and planning which goes into the program.

Students

A police program will provide an opportunity for junior college students to analyze law enforcement as an occupation. Those enrolled in the program will be in a position to evaluate the advantages and disadvantages of a career in police work. Therefore, the student will be aided in deciding which branch of law enforcement he should enter, if any. It will be more beneficial for the student to base such a decision on facts rather than on rumors or beliefs.

Police program students will ordinarily be exposed to a wide breadth of formal education in both police courses and inter-related disciplines. The exposure will enable the students to understand more than the methods of police work. It will reveal the philosophical, historical and scientific basis of law enforcement. Further, the students will be made aware of the unfavorable aspects of their proposed occupation. Finally, the students will generally become oriented in the scope of modern policing.

Police officers participating in a junior college program will improve their capabilities to deal with people.

No other occupation works so intimately and with as much personal involvement in the activities of man than law enforcement.[2] To be effective, the officer must utilize intelligence, action and vision to deal with the complex society of today.

The officer will be exposed to a great number of related subjects which could improve his effectiveness. Such efficacy will frequently enhance his opportunities for promotion. Education at any level does not, however, guarantee advancement. It prepares the students to accept the challenge and opportunity when it arises. Increased personal satisfaction with one's ability to perform the assigned tasks is also important psychologically.

The skills and techniques developed in police classes will be augmented by general or liberal education courses. A liberal education should include more than the preparation for advancement within an occupational field. Communication skills will be a subject of concern in any junior college. Courses in science, mathematics and the arts will contribute to the student's growth as a citizen and help him adjust to the dynamics of today's world conditions. The individual should be exposed to a curriculum of selected studies; he is

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[2]Richard H. Stottler, "A beginning Without an End," The Police Yearbook, 1961 (Washington, D. C.: International Association of Chiefs of Police, 1961) p. 170.

taught ideas, concepts and problem-solving techniques rather than procedures taught in police academy training sessions.[3]

The Occupational Outlook Handbook, by the United States Department of Labor, presents a view held more frequently by police administrators:

> In the opinion of many police officials, college trained men, especially those who have taken courses in police science, will have the best chances for advancement in the future, owing to the increasing need for men with specialized knowledge who can handle the complex work of modern police departments.[4]

Students who benefit from the program will unquestionably improve the status of law enforcement. Law enforcement as a profession is in its incubative stages. Only through utilization of formal education can law enforcement hope to attain professional status. Municipal police departments will be improved through the program, which is intended to supplement and not supplant recruit and in-service training programs.

Paul Weston indicates the significant role of education in law enforcement. He feels that there are three levels to the learning process which is common to police departments. All three are necessary to assure a successful

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[3]Paul B. Weston, "The Role of the College in Law Enforcement," Law and Order (October, 1962) p. 22.

[4]United States Department of Labor, Occupational Outlook Handbook, Bulletin No. 1255, 1949 (Washington, D. C.: United States Government Printing Office, 1959) p. 260.

police unit. "Experience without training is ineffective and inadequate and training is frequently ineffective when students do not have an adequate educational background."[5]

Frequently students attracted to the two-year college as police majors will transfer to the university. Initially their intent may have been to terminate their education with the Associate in Arts degree. This attitude will sometimes be changed with the passing of time and knowledge of opportunities for college graduates in law enforcement. A solid transfer-terminal curriculum will encourage continued education for students desirous and capable of enrollment at a four-year institution.

The Junior College

A two-year college adopting a police program will profit from the plan. The program will give breadth to the fields of study of the institution. To a great extent, this is one aim of most community colleges, i.e., provide a well-rounded academic offering for all students.

Encouragement of continuing education is a goal of most community colleges. A police program will frequently attract law enforcement officers to the institution who would not otherwise attend. Further, there will be potential officers among the populace who will view the advantages

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[5]Weston, op. cit., p. 22.

of college preparation for their career.

Higher education is the key to professionalization of law enforcement. Education can modify the stereotype of policemen as non-professional persons.[6] Furthermore, formal education must be utilized by both active and potential police officers. The junior college is in the best position to train the most individuals in both of these categories.

Junior colleges with a police program are equipped to foster the ideals of professional achievement in law enforcement. These ideals are: (1) The development of qualities of leadership among those persons dedicated to law enforcement; (2) the development of creative initiative and individual responsibility; (3) the development of sound attitudes and skills essential to inspiring and educating others in group processes and community services; (4) the development of an understanding of the basic elements of good human relations.[7] Thus, the junior college is one answer to professionalization of the police service.

Local Law Enforcement Agencies

A police program at the junior college could provide innumerable benefits for local police agencies. The prestige of departments with officers attending college will be

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[6] Stottler, op. cit., p. 170.

[7] Ibid., p. 171.

enhanced. With this prestige will come a greater confidence of the community in the agency's ability to perform their tasks.

A junior college police program can, possibly, provide more qualified personnel for municipal departments. Law enforcement interest will be more effectively maintained through the curricula. Many students with erroneous beliefs concerning law enforcement will be filtered or screened out of the field when their illusions are destroyed.

The Community and the University

A police program at the junior college level can be of benefit to the community. Efficiency will generally be increased as more and more officers receive college training. Increased efficiency will provide the local citizens with added preventive and auxiliary services. The effects of prevention as a police function need no elaboration.

The community would soon be in a position to demand that prospective police officers be junior college graduates. Such upgrading will assist in the recruitment of candidates who can comprehend training of a more intensified nature. The police department of the city will have candidates who are in possession of much of the knowledge which only years of service could heretofore provide. A comprehensive knowledge of criminal laws and investigative techniques would be possessed by more applicants.

Attracting more junior college students to law enforcement will benefit Michigan State University. It can be expected that more transfer students from the junior college will apply to the police school at the University. Retaining interest in law enforcement for students will be a beneficial by-product of a junior college program.

IV. DETRIMENTAL FACTORS

Not all junior college police programs have been successful. Those institutions which have deemed it advisable to discontinue their programs provide a danger signal. A review of the factors which led to the demise of such programs would be beneficial.

The Chicago Police Department and Chicago junior colleges operated a program for a number of years, specifically for the police officer.[8] Officers generally attended on duty time or received compensatory time off.[9] Such a situation was undesirable, administratively, for the department.

The second factor which precipitated the lack of success of the program relates to the material that was being offered. George W. O'Connor, Director of Training, indicates the courses were training rather than education.

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[8]George W. O'Connor, Director of Training of Chicago Police Department, Letter, October 25, 1961.

[9]Ibid., p. 2.

"English was the equivalent of report writing, biology was the equivalent of first aid and speech was aimed at developing the officer's ability to testify in court."[10]

Another two-year police program which has been discontinued was located At Seton Hall in New Jersey. Here, also, there was more than one detrimental factor which could be attributed to the cessation of the program.

The curricula was established in response to the Port Authority Cadet Program. The Authority cancelled its Cadet Training Program for at least one year and the number of other police officers enrolled in the program declined.[11]

Secondly, the instructors found it exhausting to teach a class at nine in the morning and then again at seven at night. Furthermore, the question of a full-time chairman posed a financial problem for the University.

Thus, the police programs which have not fared well should provide a warning of some inherent dangers of a police program. Temptation to supplant training of police officers should be withstood and a philosophy of the advisability of educational goals for supplementary training is essential.

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[10] Ibid.

[11] John E. O'Brien, Dean of Seton Hall (New Jersey) University, Letter, August 12, 1962.

The twenty-four hour operation of municipal law enforcement cannot be ignored; thus necessitating a well planned curriculum with day and evening classes. This warning should suffice for any junior college contemplating a police program.

Delimitation of the total credit hours of police courses offered by a junior college is generally necessary. A transfer student should not exceed twenty hours of credit with police courses.[12] This will assure the student has a well-rounded education in the social, natural and physical sciences as well as the humanities and language arts. The terminal students should not exceed the twenty hour maximum to any great degree.

Costs

The cost of initiating a police curriculum at the junior college is dependent upon a number of factors. As a general rule, however, the cost will be less than $2,000 for the first school year the program is offered. This estimate is predicated upon the proposal that a maximum of three police courses would be offered during the first year.

Certainly any program which is well planned will more than justify the costs involved. Benefits previously

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[12] Inspector William P. Brown, "Report of Committee on Education and Training," The Police Yearbook, 1962 (Washington, D. C.: International Association of Chiefs of Police, 1962) p. 301.

mentioned reveal a cogent argument for a police program at the junior college level.

Other Problems

Some problems regarding the police program can be answered after the curricula has been in existence for a period of time. An excellent example of such a question is the advisability of a field training program. The final decision will depend upon the quality of students enrolled and the ratio of terminal students to transfer students. The number of non-police officers enrolled in the program will also have a significant bearing on the decision.

A cadet program will frequently be considered as a part of the police curricula. Tied to the cadet approach will be the desires and attitudes of local law enforcement agencies. The manner in which the cadet system can aid recruitment and solve personnel problems is almost unlimited.

Problems of tuition for police officers, liaison with four-year institutions and high school coordination with local law enforcement agencies, as well as possible seminars will also arise. These problems are of a nature that they can best be evaluated and attacked after the program has been initiated. This is not to say the problems are of no importance, for they are indeed important. They do deserve attention, but only <u>after</u> there is a police program at the junior college.

V. JUSTIFYING ADOPTION OF A POLICE PROGRAM

There are sixteen public community junior colleges in Michigan.[13] Some of these institutions serve large metropolitan areas, others serve lesser populated areas. Which of these institutions are in the most favorable position to begin a police administration program should be investigated and a theory or criteria reached. Such a theory should be predicated upon general information and not the attitudes of the administrators of the junior colleges themselves. The Michigan College of Community College Administrators list the two-year institutions by city or area:

1.	Alpena	9.	Highland Park
2.	Battle Creek	10.	Ironwood
3.	Bay City (Now Delta College)	11.	Jackson
4.	Benton Harbor	12.	Lansing
5.	Dearborn	13.	Muskegon
6.	Flint	14.	Petoskey
7.	Grand Rapids	15.	Port Huron
8.	Warren (South Macomb County)	16.	Traverse City[14]

The question of whether or not a junior college can justify a police program will depend upon the number of

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[13]Citizens Advisory Council, "Six County Study of College Needs" (Detroit, Michigan: The Advisory Council, Pbl, 1960) p. 9.

[14]Michigan College of Community College Administrators, Michigan Community Colleges (Grand Rapids, Michigan, 1962) p. 4.

students who may be expected to enroll in the classes. The total enrollment of the junior college will affect the estimation of potential police administration students. The population of the community in which the junior college is situated will also be useful in such a determination of likely success. The number of law enforcement officers employed in the area served by the particular junior college would be a factor to be considered.

Certain value judgments are necessary in establishing a new program, whether it be in the field of education, business or recreation. A school board must feel there is a justification for adopting a police curricula. Such justification will quite likely be correlated to the recommendations of the junior college dean or president, as well as personal feelings of the board of the likelihood of success. Another factor which may bear some weight is the written proposal which will outline the various facts believed pertinent to gain adoption of the program.

Not all of Michigan's community colleges should seriously consider immediate adoption of a police program. Probably some of these schools would never find justification for full programs. Other junior colleges would require a great deal of research and investigation prior to any decision. Six or seven Michigan junior colleges could initiate a police curriculum with an excellent chance of success.

Community colleges in the Detroit area, i.e., Highland Park, South Macomb County and Dearborn, would unquestionably be in a highly favorable position to institute a police program. These three junior colleges could consider such a program at this time! The number of students enrolled in these three institutions would be more than enough to justify this consideration. The Detroit Police Department alone, with 4,500 officers, quite logically would supply these schools with sufficient students once the curricula was developed.

The Detroit Police Department has already begun to forge ahead as a progressive police unit. Police programs at Highland Park, Dearborn and South Macomb County Junior Colleges could supply the necessary ingredients to enable the Detroit department to become truly outstanding. It has been noted that utilization of higher education has been one of the key factors in the rise from mediocrity to an outstanding reputation possessed by a city which had problems similar to Detroit's. The Los Angeles Police Department has, in a short period of time, overcome many personnel and public relations problems partially through formal education.

Community colleges in Flint, Grand Rapids and Lansing are logical institutions for police programs. The population base and the number of officers on the municipal departments are conducive to a successful program. There is little question these junior colleges are in a position to justify

and support a law enforcement curricula.

The annual student enrollment at the Flint Community Junior College gave reasons for further optimism that a police program at this institution was justified. With over 5,000 students, Flint has about seventeen percent of those enrolled in Michigan Junior Colleges. Students commute from Saginaw, Pontiac, Imlay City and Owosso areas. This means students attend the Flint Junior College from a forty-five mile radius. The Flint Junior College also has a surprisingly high percentage of non-Michigan residents enrolled in its widely diversified programs.

Flint's civic leaders have placed a high priority on making their city a center of culture as well as industry. A lavish cultural center plan has evolved and these same leaders should be more than proud to have their police officers and potential officers enrolled in a higher education curricula.

Of the remaining junior colleges in Michigan, Port Huron and Benton Harbor would appear to be in the most logical position to investigate the feasibility of a police administration curricula. Port Huron would undoubtedly draw from the Macomb County area with such a curricula. The St. Clair County Sheriff's office, along with the Port Huron Police Department and the smaller community departments would probably be highly receptive to some program such as this.

The logical step for any other junior college in Michigan considering a program would be thorough research and study. A meeting of school and law enforcement administrators in the area served by a particular community college would be the initial step. At that time, there undoubtedly could be some determination as to the desirability of further investigation regarding a police program. Undoubtedly some of these administrators will carry the load and push such a program; others will shrug their shoulders and deny educational needs in law enforcement.

VI. SUMMARY

Functions of Michigan junior colleges are sufficiently flexible and diverse to accommodate police programs at the local level. Provision of part-time curricula, night classes and adult education courses tend to dovetail with the requirements of a law enforcement program. Planning will eliminate many of the obstacles and disadvantages which other institutions have encountered with their police programs.

The history of junior college police programs has shown that most of them were successful. California has a great proportion of the programs and will undoubtedly lead the municipal departments of the nation in professionalization of law enforcement. Michigan State University will be the recipient of most Michigan junior college police program transfer students. Coordination with that institution appears to be a very minor problem.

The junior college police programs developed in Michigan should seek to give the students a well-rounded education in humanities, social sciences and human relations, as well as police work. Such breadth of education will aid the student to become a better police officer as well as a better person. Supplementing the police academy rather then supplanting it should be a guideline for the philosophies and attitudes by the junior college personnel.

The requirements for admission to a police program should be stringent. Background checks and assurance of physical stature should be fundamental prerequisites for the applicants. In addition, the students should be required to fulfill the requirements academically expected of all regular junior college applicants. Those students who are in any way questionable should be precluded from the program.

Beneficiaries of a police program may very well be the students, the junior college, law enforcement at the local, state and federal levels and Michigan State University. Increased prestige and efficiency for the police departments, increased promotional potentialities of students and possible professionalization of policing are all anticipated benefits of junior college programs.

Not all junior college police programs have been a success. Some failures have resulted from over-emphasis on technical courses. Other failures have been the result of poor planning and an unrealistic attitude regarding

rotation of shifts of police officers.

A core curriculum should be developed which will include the recommended courses for both transfer and terminal students. The curriculum should be structured to assure the transferability of credits from a junior college to Michigan State University.

Other problems of a police program will best be solved after the initiation of the program. Police cadets, field service training, tuition and other difficulties are of a nature that they can best be delayed in the process until there is a program in existence.

CHAPTER VI

SUMMARY AND CONCLUSIONS

Research of the available literature and correspondence with a large number of junior colleges indicates a law enforcement curricula in many Michigan junior college is probably feasible. In addition, there are arguments in favor of such a program in many other Michigan communities. With the increasing number of junior college graduates entering the various occupational fields, vocational training of law enforcement in the two-year colleges of Michigan should be seriously considered.

I. RELATIONSHIP OF JUNIOR COLLEGE PHILOSOPHY AND LAW ENFORCEMENT CURRICULUM

Initially, the junior college was developed principally as a preparatory school for students preparing to enter the university or college. The principle argument prevailed that the junior college could furnish the basic courses at a suitable or satisfactory academic level and at a minimal cost to the student, who could thereby live at home. The student would thus enjoy parental control at a crucial point in their lives. The first public junior colleges were, then, designed to be both practical and economical.

Even during the formulative stages of the junior colleges, however, there were those who interpreted another purpose for the two-year institutions. It was felt by some that many students should not and/or could not extend their education beyond the two years offered locally. As time passed, the idea of fulfilling community needs of working adults became more and more prevalent. Today, the junior college philosophy is one which emphasizes opportunity for higher education for everyone who desires, and has the capacity, to learn.

At the present time, the junior college role in most communities seems to be one of emphasis upon diversification and vocational education. Terminal programs are constantly being surveyed and studied by administrators with the view to adding semi-professional and technical curricula.

Emphasis on vocational education within the junior college, especially if oriented to adult education, gives rise to further optimism relative to acceptance by two-year colleges of police programs. Some examples are nurses training, dental technician, cosmetologist, X-ray technician curricula, which are quite similar to a law enforcement curricula.

Particularly significant is the wide acceptance of terminal/transfer programs by most Michigan junior colleges. A terminal/transfer program will generally fulfill the

majority of the needs of a police curriculum at the junior college level. Since Michigan State University has a police curriculum that is nationally recognized, most Michigan junior college transfer students interested in law enforcement will undoubtedly matriculate to Michigan State.

Police curricula under various titles have grown in size and number throughout the United States. Particularly successful have been those police programs in California junior colleges. A wide variety of courses in law enforcement curricula have been utilized and accepted in California two-year colleges to the extent there is little doubt such programs are permanent and useful.

II. THE NEED FOR MORE FORMAL EDUCATION

The study did not seek to make a thorough and exhaustive analysis of all of the arguments favoring more formal education for police officers. Three of the most important facets were considered to be: (1) The increasing complexities of police tasks; (2) the search and seizure restrictions; (3) professionalization of law enforcement.

Integrated with the section concerned with the need for more formal education are the goals of junior college police programs. Problems of recruitment and retention of municipal police officers cannot be separated from the aims and/or hopes of police programs. Obviously, this chapter does not reproduce all of the arguments previously presented.

Complexities of Law Enforcement

At the municipal level, law enforcement officers are encompassed in a frightening morass of the "exploding metropolis." With the psychological implications of urbanization for the civilian population has come the demand for more informed police officers. A police officer does not or cannot be "informed" in the wide scope of fields such as human relations, sociology, psychology, without formal education beyond high school. Specialization in juvenile delinquency control has minimized some of the problems in this area of policing, however, the patrolman is not a specialist but a generalist. He generally receives far too little police academy training in this field and the formal educational institutions can fill this void. The increasing complexity and difficulty of law enforcement in the years ahead will require policemen who can successfully cope with these problems.

Search and Seizure

The problems of arrest, search and seizure are well known to all law enforcement officers. The seemingly unending United States Supreme Court restrictions in this area gives rise to speculation we may become completely handcuffed by that body. The need for more than two or three hours of lecture by the local prosecutor on this subject is obvious. Very few departments have taken steps in their training programs to go beyond this.

A sixteen week course at the college level, laying the ground work of criminal law, is deemed desirable for law enforcement officers. With such a background, active law enforcement officers will understand - even if they disagree - the impact of new decisions in the area of arrest, search and seizure. Such information is vital to both potential and active municipal law enforcement officers.

Professionalization of Law Enforcement

Professionalization of policing is a goal of many law enforcement officers. Few would argue against the benefits of such an achievement. On the other hand, the manner in which it can be achieved is frequently debated. Thus, it is not the end - professionalization - which is questioned, it is the method of gaining the end and the extent of professionalization of law enforcement.

Dispensing with the short-sighted arguments that we will never have professionalization of police work is essential if this chapter is to be concise. It is, therefore, only a discussion of the degree of municipal law enforcement professionalization which will be attempted.

There are many obstacles to the professionalization of law enforcement. However, this was true of many occupations prior to their acceptance as a profession. Education, it is fairly well agreed, is an important factor to any field of service being recognized as a profession.

Upgrading educational requirements for police candidates will obviously pose problems. An attempt to restrict entry into the police service to only four-year college graduates would be unrealistic for most cities. In fact, attracting junior college graduates will be difficult without a reappraisal of wage scales by a great number of municipalities. The key to success in this field is the recruitment of those who do have college experience and the development of a junior college program to encourage post-employment academic activity.

Professionalization will come in police work as it has in other occupations only when those within the field, as well as educational institutions, recognize the need for and values of college level programs in policing. It is to be hoped that law enforcement officers already recruited will recognize and accept their responsibility to help upgrade their occupation through formal education. They should probably encourage officers to attend classes rather than place roadblocks and obstacles in the way of those desiring more education.

The junior college law enforcement program should strive to develop police leadership. The curriculum should be in a more favorable position to offer a balance between the vocational program and that which is administrative training only. Those who complete the two-year requirement

can reasonably be expected to be capable of additional formal education, if they desire it and it is economically feasible. Those who cannot afford further college work will nevertheless provide local law enforcement with an above-average educational background.

Thus, a junior college police program can frequently diversify to a greater extent than most four-year institutions. It can offer both pre-employment and post-employment training in law enforcement. It could lay the foundation for professionalization of municipal police work.

III. OBSTACLES TO POLICE PROGRAMS IN A JUNIOR COLLEGE

Curricula Problems

There are a number of curricula problems faced by a junior college planning the institution of a police program. A decision must be made concerning the number and type of actual police courses to be offered. Many factors will affect such a decision, but in Michigan the program at Michigan State University will be of particular importance. In general, the research has shown it would be better to restrict the total number of police courses to four or five where a transfer/terminal curriculum is planned.

The content of these courses will be of a nature which will serve both the transfer student and the terminal student. A course in the introduction of law enforcement, one in

administrative concepts, one in basic criminal law, as well as one in criminal investigation are imperative. With this foundation, some Michigan junior colleges will find it feasible to add a traffic course or one in criminology while others will not.

Correlated with the courses is the problem of whether or not to provide work experience for police curriculum students. Many junior colleges have student police officers, some have agreements with local police agencies to provide such experience. Undoubtedly, the greatest opportunity is in some type of police-cadet program. Manycities in Michigan have cadet programs with no direct tie-in to formal education for the cadets.

Attracting police officers to junior college poses difficulties in many areas, one of which is the rotation of shifts. Therefore, most junior colleges will find it necessary to provide identical classes both in the night and day time. If at all possible, the same instructor should handle both sections. This would assure continuity and lessen the chances of chaos from four-week or monthly change of shift.

Student Interest

One of the arguments frequently presented by dissenters of a junior college police program is the probable lack of student interest. This has not been true where

junior colleges have adopted police courses with their program. In fact, junior colleges have found a higher degree of interest than prevailed in existing programs such as retailing, journalism, and others.

There is little question that controls for admission to the program are necessary. In fact, such restrictions have proven to be prestige-building and prevented the indifference feared. Background checks, advisement of limitations of this career for those lacking physical qualification, character and police record requirements, are all necessary for a good junior college police program.

Retarding influences in police work should be recognized by all potential majors in a police curriculum. There are three definite handicaps: (1) Limited advancement opportunities; (2) the present public image of law enforcement; and (3) the "patrolman's lot."

A major obstacle to attracting active law enforcement officers is a problem of tuition. With pay scales being what they are in many communities, the cost of attending junior college is prohibitive. There should be an attempt to assist officers with tuition - probably to the extent of one-half of the cost. This may be possible through city policy or contacting insurance groups or civic-minded agencies.

Available Instructors

There are a limited number of college trained police officers in Michigan cities. Therefore, junior colleges will

not have an over-abundance of instructors available should they institute a police program. This obstacle or retarding influence must be considered by the two-year colleges. The limited number of police courses will ease the problem somewhat and police officers with college training will usually be acceptable (and permitted by the department) for part-time instructors at the junior college.

Adequacy of Textbooks

A lack of good textbooks has plagued college police courses for years. At the present time, much of this is being alleviated. With the passing of time, more and more books will be written with the thought to the use as textbooks for college police courses. For example, Germann, Day and Gallati have provided such a text for introductory courses in police curriculums. There is still a need for a greater variety of books from which to make a selection.

Cost

Any junior college contemplating a new curriculum with four or five courses must face the cost problem. Will the new courses be sufficiently beneficial to justify the cost involved? Because of the part-time instructor factor, the cost will generally be less than $3,000 for the initial year of the program. Incidentals such as equipment, office space and clerical help are also necessary. If everything else is equal, a junior college can anticipate a cost factor of about $2,000 the first full school year and approximately

$3,500 thereafter. This figure is predicated upon the offering of police courses in a staggered system of fall only or spring only for introductory courses.

Thus, it can be seen that the obstacles to a police program in a Michigan junior college are not insurmountable. They are, in fact, only challenges to the real spirit of community colleges. Since the purpose of a junior college law enforcement program is to provide more efficient law enforcement officers both locally and at other levels, one must agree experimentation is warranted.

IV. CONCLUSIONS

The study and this paper document the need for law enforcement curricula. It likewise reveals the feasibility of instituting a police curriculum in many of Michigan junior colleges. To believe that such curricula will come to pass without many trials and tribulations would be to ignore the facts presented in this paper. Nor will law enforcement curriculums come overnight. They will come in Michigan only where there is imagination, enthusiasm and industrous appeal by those who desire professionalization for law enforcement.

There are five or six municipalities with junior colleges which could probably institute a police program with reasonable assurance of success at this time. Junior colleges in Dearborn, Highland Park, South Macomb County,

Grand Rapids and Muskegon could anticipate sufficient enrollment to justify a law enforcement curriculum. Since this study began, five junior colleges have already instituted programs. Flint, Benton Harbor, Traverse City, Lansing, and Livonia Junior Colleges currently have police programs, all of which appear likely to succeed. Michigan could well be on its way to be second only to California in junior college programs. Michigan would likewise be well on its way to professionalization of law enforcement, since formal education and professionalization go hand-in-hand.

The junior colleges in the Detroit area could anticipate an abundance of student enrollment in police curricula. This area is tailor-made for the requisites for solid junior college programs in police work. Grand Rapids has the potential for a well balanced program, with the police cadet plan recently instituted in that city being a foundation or building block from which courses could grow. Muskegon should probably move a little slower in the institution of a police curriculum but has all the necessary requisites for a limited program.

Municipal police departments will attract only a limited number of recruits with a college background. Junior colleges are tending to adapt their curricula to the vocational needs of organizations in the community they serve. It is logical and practical that a police curriculum be established to better prepare prospective law enforcement

officers for the department. The time is long overdue for law enforcement officials to begin urging, cooperating and working for the establishment of a curricula which will benefit the community and department, as well as the student interested in law enforcement as a career. Law enforcement agencies should likewise actively encourage and stimulate young high school graduates to enroll in a police curricula for pre-employment training in municipal police work.

College graduates are increasing each year - municipal departments are not recruiting any sizable number of these graduates. For the most part, they are entering the federal and state law enforcement agencies. The junior college graduate, that is the student with two years of college training, should be sought by municipal departments. While educational requirements may not restrict recruitment at this time to such candidates, they should nonetheless be the type of recruits aimed at by progressive and aggressive departments. These students do not have the qualifications to enter the federal departments ordinarily and do not have the investment in time and money that four-year college graduates have, therefore, it is not unrealistic to seek their application for the local police department. In fact, there are some who feel that this level of education is the highest a department should seek recruits from in any number.

Need for Further Study

This study brings to the educational field a series of related problems which lend themselves to further research. The following four hypothesis could, either singularly or combined, provide the basis for a comprehensive and valuable Master's thesis. The statements should be resolved either in the affirmative or negative at some future time, preferably as soon as possible.

(1) There is an urgent need for the directors or coordinators of established police programs to establish a standardized curriculum. Delay will only lead to the same type of patchwork academic programs which developed in California junior colleges. Now is the time to adopt a singular major title; now is the time to determine the number of police courses; now is the time to decide the content of the courses; now is the time to select the core curriculum for junior colleges in Michigan. Let us learn from the experience of California. Voluntary cooperation should precede state regimentation and regulation, thereby minimizing control.

(2) Every Michigan junior college, with or without a police curriculum, should be urged to develop an advisory committee. One function of this committee would be to inquire into the possibility of a junior college program. Obviously, when and if such curriculum was feasible, the committee would also assist in its implementation. The

composition of the committee would logically be drawn from the police units of that area, the junior college social science department, plant security representatives, local insurance group representatives and all other persons interested in this type of a program.

(3) Junior colleges presently offering a police curriculum should seriously contemplate the potential enrichment of the curriculum. Practical experience for the two-year institution student is desirable. This could take the form of a campus police unit composed of second year students. The unit would be responsible for campus traffic, crowd control, night security patrol, parking regulations and dances.

If the campus police unit is not feasible, the possibility of a police cadet program should be investigated. Such a program possibly could be integrated with a campus police unit. Thus, a greater number of students could benefit from this practical experience program, as well as the local law enforcement agency.

(4) It is vital that a State Advisory Committee on Law Enforcement in Junior Colleges be formed. Such a committee could be expected to assist in the initiation of new programs, strengthening existing curricula through recommendations to the various junior colleges. Comprising the committee would be: (1) Municipal law enforcement officials; (2) plant security officials; (3) Michigan State Police

officials; (4) sheriffs from various Michigan counties; (5) representatives of Michigan State University; (6) interested junior college officials. This committee will not develop overnight, but eventually it can be anticipated as a replacement for the committee of police program coordinators urged in item one.

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EXHIBIT

POLICE ADMINISTRATION PROGRAM

The proposal that a Michigan community junior college be given permission to institute a new police administration curriculum requires some explanation. The suggested program is a result of investigation of numerous police curricula at other junior colleges and at four-year institutions as well.

A Brief History of Police Programs

The proposed program in a Michigan community junior college is not original in the United States. Many junior colleges in California have offered these curricula for the past ten or fifteen years. The number of junior colleges offering such curricula has increased each year. These institutions have found a great demand for courses and expansion. Experimentation continues in California. The success of these programs led to adoption of similar courses by junior colleges in other states. The St. Petersburg Junior College in Florida began such a program in the fall of 1960. Here, too, the demand for the courses has been greater than anticipated. In 1963, Trinidad (Colorado) Junior College instituted a police program which is apparently well on its way to success.

The junior colleges offering police programs, to a

great extent, have found it advisable to incorporate a dual curricula for students whereby they may transfer to a four-year college or university or terminate their education at the junior college. The transfer/terminal type program, as proposed herein, assures the student of transferability of college credits to Michigan State University. Such a program also gives the two-year college graduate a well-rounded group of courses in the philosophy of police work.

Mid-western universities offering police administration programs are limited in number. For example, Michigan has only Michigan State University. However, Michigan State University is reputed to have one of the finest police curricula in the United States.

Arthur Brandstatter, Director of Michigan State's School of Police Administration, is enthused concerning the possibilities of such programs. He offers to assist in any way possible to assure any Michigan junior college a solid police curriculum. Mr. Brandstatter indicates he is prepared to work out a coordinated program between his school and any junior college.[1]

Requisites for Admission

Frequently, junior colleges deem it advisable to

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[1] Arthur F. Brandstatter, Director of School of Police Administration, Michigan State University, East Lansing, Michigan. Letter, August 11, 1961.

restrict admission to programs of certain qualified students. Thus, a wide variety of restrictions may exist within a junior college for different programs. Edmund J. Gleazer, Jr., notes: "Requirements for admission to the various programs may differ even though they are all offered by the same (two-year) institution."[2]

Students desiring to enroll in police administration programs in almost every institution are required to undergo thorough background investigation. The depth of such an investigation varies but a background check is deemed an absolute necessity. Any student enrolled in a law enforcement program should be considered a prospective police officer. If he cannot pass a thorough background examination, he should not be accepted into the program and the proposed program would include such a plan. Prospective law enforcement students should be thoroughly screened.

An application, Form A, has been prepared to give a board of education an idea of the typical questions which the students must answer. The student will be subject to a police record check, which will include physical qualifications in his proposed career field. In addition, the student will be required to possess a satisfactory scholastic

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[2]Edmund J. Gleazer, Jr. (Editor) American Junior Colleges (Washington, D. C.: American Council on Education, 1960) p. 4.

record and the intelligence, aptitude and moral integrity required for success as a law enforcement officer.

In addition to the foregoing, the student should meet all the requirements for regular admission to the community junior college. Generally, a physical examination by the physician of the student's choice is required.

Suggested Police Courses

A. An introductory-orientation course is highly recommended for any police program, be it at the junior college or university level. A Michigan junior college should endeavor to formulate a course which parallels Michigan State University's introductory course. This type of course reviews the administration of criminal justice, history of policing, problems of policing and other administrative problems of law enforcement.[3] Equating the term-hour credits to semester hours would reduce this course to three semester hours at the junior college.

B. Michigan State's police school offers a course which will be very challenging and beneficial to both transfer and terminal students of a junior college program. The course, entitled "Administrative Concepts,"[4] has the format necessary to provide information not generally provided by

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[3] Michigan State University, Catalogue, 1962-63.

[4] Ibid.

by police academies and schools conducted by law enforcement agencies. The course should be of three hours semester credit to equal State's program.

C. A police program instituted by a junior college should give recognition to the problem of traffic administration. Michigan State offers a course, entitled "Traffic Administration 341." The course is designed to give a philosophical view of the problems of traffic enforcement, historical ramifications and investigative procedures.[5] Two semester hours of credit would be equivalent to the University program.

D. Criminal investigation is a complex and interesting facet of law enforcement. It is one which fascinates and captures the imagination of most persons, whether they be policemen or laymen. As techniques of criminal investigation become more involved and challenging, more training is necessary for the police officer. While such a course tends to be a tool course, it can be one which develops problems for the future administrator who may lack training in this area. The School of Police Administration at Michigan State has such a course which can be duplicated at the junior college level.[6] It is felt that three hours of semester work would be necessary to insure adequate training for all

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[5] Ibid.

[6] Ibid.

junior college students.

E. A criminal law class, similar to the Michigan State course number 470, is a necessary component of any junior college police curricula. Sixteen weeks, three hours per week of criminal law, preferably taught by an attorney, will be highly beneficial for police officers. Those students indicating an intention to transfer to State probably should be discouraged from taking this class in the junior college. This would delay the criminal law class until the junior year, which is undoubtedly advantageous for most students.

F. Generally speaking, most junior colleges instituting a police program will desire a survey of juvenile problems. Michigan State's police program has an excellent class in this field which is numbered 441. A parallel class would be an asset to a junior college and the students of that class. Again, it would probably be wise to restrict the course to terminal students. This would allow the students transferring to Michigan State an opportunity to mature, thereby gaining more depth of knowledge from such an important course.

The six police courses suggested in the preceding pages must be augmented by a variety of other subjects. Since the program is to be one which is both transfer and terminal in nature, the requisites of other institutions must be considered in scope of subjects utilized. Furthermore,

Michigan State University will receive the great bulk of transfer students from a Michigan junior college law enforcement program; therefore, that institution would receive the greatest attention. One more factor in the development of curricula for a police program comes from the general requisites for graduation from the community college.

A Core Curriculum

To receive an associate's degree from a junior college in Michigan, the student in any curriculum will find it necessary to fulfill certain course requirements. An excellent example of such requisites may be found in the catalogue of any junior college. The Flint Community Junior College has established two phases which are pertinent to this discussion:[8]

A. Twelve credit hours

I. English 105, 106 (6)

II. Physical Education (2)

III. Political Science 132 (4)

B. Six to eight credit hours

I. Humanities (2-3)

II. Natural Sciences (2-4)

III. Social Sciences (2-3)

Therefore, relatively few of the subjects to be taken

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[8]Flint (Michigan) Community Junior College, Catalogue, 1962-63, p. 23.

are true electives. This fact eases the problem of curricula to some degree. From these fields of study, there is little question that those of psychology, sociology and political science should definitely be a part of any police curriculum. Law enforcement requires more report writing each year. This indicates that some type of skill in typing should be developed. Speech is highly beneficial as a course for potential police officers. Beyond this, there is little which a program should recommend or require.

The following core curriculum is suggested on the basis of the requirements for graduation from the junior college and transfer to a four-year college or university, such as Michigan State University.

POLICE ADMINISTRATION

First Year

First Semester	Credit Hours
English 105	3
Sociology 142	3
Police Administration 11p (Introduction)	3
Typing 131	2
Speech 133	3
Physical Education	1
	15
Second Semester	
English 106	3
Political Science 132	4
Police Administration 111 (Administrative Concepts)	3
Psychology 101	3
Police Administration 140 (Traffic Administration)	2
Physical Education	1
	16

POLICE ADMINISTRATION

Second Year

First Semester	Credit Hours
Political Science 134	3
Accounting (or History)	4
Police Administration 220 (Criminal Investigation)	4
Chemistry 111	4
	15

Second Semester	
Police Administration 230 (Criminal Law)	3
Accounting (or History)	4
Biology 111	4
Police Administration 251 (Juvenile Delinquency)	2
Business Law	3
	16

FORM A

POLICE ADMINISTRATION PROGRAM

APPLICATION FOR ADMISSION

Name _____
Last First Middle

Permanent Address _____

Phone _____ Height _____ Weight _____ Color of Eyes _____

Color of Hair _____ Marks, scars, tatoos _____

Date and Place of Birth _____ U. S. Citizen? _____

Michigan Driver's License Number _____

Family:

	Name & maiden name when applicable	Date and place of birth	Present Address if living	U. S. Citizen
Father				
Mother				
Spouse				

U. S. Armed Forces:

Selective Service number _____ Classification _____

Are you presently a member of a Reserve or National Guard organization? Yes ___ No ___. If yes, complete the following:

Grade and Service number	Service and Component	Organization and Station

Previous Education:

Years From	Years To	Name and Location of School	Graduate Yes	Graduate No	Degree

Employment: Account for all dates or periods.

Month & Year From	Month & Year To	Name and Address of Employer	Name of Supervisor	Reason Left

Have you ever been employed by a foreign government or agency? Yes ___ No ___.

Have you ever been refused a bond? Yes ___ No ___

Social Security number _____

Have you ever been arrested, indicted or court martialed for any reason other than for minor traffic violations? Yes ___ No ___.
If yes, give date and place, charge and disposition.

Credit and Character:

Give three personal references, stating business address of all references if known. If possible, do not include relatives, former employers, or persons living outside of the U. S.

Name Address Years known

Residences During the Past 15 Years:

Month & Year From	To	Street and Number	City	State

Past and/or Present Membership in Organizations:

Name of Organization	City and State	Membership From	To

Are there any unfavorable incidents in your life not mentioned herein which you believe may reflect upon your loyalty to the U.S. government or upon your ability to obtain employment in law enforcement? Yes ___ No ___

Do you have close friends or relatives now active in law enforcement work? Yes ___ No ___. If so, give name, address and agency.

Do you plan to complete the two-year program for an A.A. degree at Flint Community Junior College? Yes ___ No ___
Do you plan to transfer from Flint Community Junior College to a four-year institution? Yes ___ No ___. If so, name school and major field you will undertake.

What type of law enforcement work do you intend to enter?

Are you now or do you intend to be employed during college or summer vacation? Yes ___ No ___. If so, give name and address of employer and type of work.

Date _____

Signature of Applicant _____