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John A. Mears

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THE EVOLUTION OF THE DEPARTMENT OF POLICE ADMINISTRATION AT INDIANA UNIVERSITY

JOHN A. MEARS

The author was appointed assistant professor in the Department of Police Administration at Indiana University in 1957 where he specializes in police management and highway traffic administration. Professor Mears served for over six years as a member of the Wellesley (Massachusetts) Police Department, is a graduate of Boston University, has received master degrees from New York University and Indiana University, and has pursued special studies at Northwestern University Traffic Institute. He is a member of the American Society of Criminology and an associate member of the International Association of Chiefs of Police.—EDITOR.

The Department of Police Administration at Indiana University is only twelve years old, but, if one will pardon the metaphor, like a volcano, the subterranean base from which it rose is much older. When one scratches the surface, he finds that he must go back more than a third of a century to trace the events that ultimately led to the establishment of the department. Reports of these events, at times kaleidoscopic and thus possibly subject to amendment, appear in a somewhat desultory accumulation of historical fragments in newspapers of the day, university bulletins and newsletters, and publications of the International Association of Chiefs of Police. Yet, the information in these sources is of sufficient interest to warrant an attempt to interknit the fragments into a continuous record.

One has only to go back 13 years prior to 1949, which marked the establishment of the department, to discover that Indiana University was offering a four-year course considered to be "not only an original but also a permanent contribution to police progress in this country." The course led to the degree of Bachelor of Arts with a Certificate in Police Science.

Delving further into the archives we come upon a report of an informal committee of six men who met voluntarily and informally to discuss how the University could be of more service to the state in solving the problems of crime prevention and criminal law administration. This took place 36 years ago—as far back as we can go in putting the record together. The committee consisted of the dean of the Graduate School, the dean of the Law School, and one member each from the departments of Economics, Government, and Psychology. Little did these unselfish men realize

that they were planting the seed of what was eventually to be the Department of Police Administration in years to come.

The work of this committee set off for the next decade a series of conferences and clinics on such problems as sentencing, parole, police, and medico-legal coordination. Organizations and other groups of citizens, upon request, were supplied with lecturers and with other assistance and information. In addition, an "extensive, cooperative study of about 1500 degenerates and criminals who were related" was undertaken.

Two years later, in 1927, one of the members of the committee, Dr. James J. Robinson, professor in the Law School, while on leave teaching law at the University of California, conceived the idea of an institute of criminal law and criminology. In California he was able to observe first hand how a university and a police department cooperate in training police officers. Returning to Indiana, Prof. Robinson nurtured his idea further by holding conferences on criminal law administration both on campus and at Indianapolis. Of the various conferences held, the Indiana Peace Officer's Conference of 1932 was of particular importance because it was the "first of its kind and scope to be held not only in the state but in the nation." Commenting on the conference in one of its editorials, the University student paper, *The Daily Student*, wrote:

"... the conference comes at an opportune time. The quick detection and prosecution of crime in America have been deterred in many ways by our slow-moving administrative and judicial processes. The Indiana conference is a challenge to this procrastination and laxity in our state."

By 1934, a "pressure group" known as the

Indiana Committee was organized in Indianapolis. It was a nonpolitical organization of citizens throughout the state, who performed notable service by lobbying for statutory improvements in criminal procedure. These improvements, proposed and drafted at the University, were made legislation in 1935 and 1937. It is quite possible that the Committee was a direct result of the Peace Officer's Conference. Indeed, it could even have hastened the establishment of the Institute of Criminal Law and Criminology. By way of interjection, conferences similar to the Peace Officer's Conference are needed throughout the nation to bring the crime problem into focus. The publicity and published proceedings usually resulting from such an activity help inform the public of its own state crime problem. Further, such an event offers opportunities for those in law enforcement to discuss mutual problems and possible solutions to them. The fostering of conferences should lead to greater cooperation than is present today between the various agencies concerned with the administration of criminal justice.

With the appointment of Dr. Edwin H. Sutherland, a noted criminologist, as head of the Department of Sociology at the University, in 1935, Robinson's dream became a reality. For, on June 15 of that year, the Board of Trustees saw fit to establish the Institute of Criminal Law and Criminology, naming Prof. Robinson as its director and Dr. Sutherland, its president.

The Institute, an answer to the increasing demand for state crime prevention bureaus under the joint direction of specialists in criminal law and criminology, was considered the first cooperative endeavor of its kind in an institution of higher learning in the nation. Its primary mission was to "coordinate, extend, and supplement those facilities and services of the departments and schools of the University which [were] useful in the administration of the criminal law."

There were five divisions, each responsible for carrying out a purpose of the program: the first was concerned with research into the causes of crimes; the second, the training of personnel for the official duties of criminal law administration; the third, cooperation with officials and agencies engaged in criminal law administration; the fourth, progressive improvement of the statutory provisions and the practical methods by which criminal law is administered; and fifth, dissemina-

tion of information, particularly in the area of police training. Prof. Robinson and Dr. Sutherland were assisted by an advisory council of faculty members from the Schools of Law, Medicine, Education, and Business Administration; the Departments of Sociology, Chemistry, Philosophy, Psychology, Government, Physics, Economics, and Physical Education; and the Extension Division.

In the Spring of 1936 the State Police Board in a resolution authorized and directed Donald F. Stiver, Superintendent of the State Police, to cooperate with the newly formed Institute in organizing and maintaining a police training school to be known as the Indiana University Institute Training Course for Professional Police Service. The resolution also provided for placing those who successfully completed the prescribed course at the head of an eligible list of applicants to the State Police and for exempting them from other "pre-duty" school training. Immediately after the resolution was made, the Institute of Criminal Law and Criminology with the cooperation of the State Police established the training courses for police service.

By the fall of that year the Institute was ready to offer a two- and four-year program in police training, which was referred to by the student paper as "the first professional police training course in the history of American education." Students of good character of junior standing at Indiana University and at other universities, who possessed a general aptitude for police work coupled with the necessary mental and physical qualifications were eligible for admission. After two years they were awarded the degree of Bachelor of Arts as well as a Certificate in Police Science. The four-year course, designed exclusively for those preparing for police work, consisted fundamentally of general academic study—a principle championed by August Vollmer, referred to as "America's greatest policeman" by the late Don L. Kooker. The curriculum in the first two years leaned heavily towards such subjects as chemistry, physics, psychology, sociology, elementary medicine, languages, law, government, and military science. Applied courses in scientific police methods, police tactics, general police administration, and problems of criminal investigation were conducted by Supervising Lieut. Don L. Kooker in charge of Indiana State Police training and Special Agent W. I. Spittler of the Monon Railway Police Department.

Cadet training was introduced later in the course. This included actual field work as plain clothes detectives, in traffic patrol, and in special duties such as those of industrial police. The State Police, the Monon Railway Police, the Bloomington City Police, and the University Police Department cooperated in providing practical field work at various times during the course. Thirty-two men were enrolled. Those of good health and moral character who successfully completed the course were placed on a preferred eligible list for positions on the State Police force. This "unique and original" State Police-State University professional course supplemented by apprentice training was a new development in police progress in the United States.

Educational opportunities were also made available to county and municipal police at the various extension centers. Thirty lectures, essentially digests of the courses on campus, met with such approval that they were soon hailed as the official training course of some of the municipal police departments. Three hours of instruction in the afternoon and three in the evening accommodated police officers on the day and night shifts.

When the General Assembly of 1937 authorized an increase in the uniformed Indiana State Police, the four-year course was further supplemented by intensive summer sessions of the State Police School in 1937 and 1938 to select and train recruits. The course consisted of 126 lectures in modern police methods. Many of the cadets who completed it successfully were later appointed probationary members of the State Police. At the opening exercises of the school Don F. Stiver, in an address to the cadets, remarked that selection of cadets for appointment was "strictly a matter of the survival of the fittest" and would be based on merit. He warned that any attempt to exert political pressure would disqualify the candidate. He also announced that "all new appointments. . . in the future will be graduates of the four-year course and the intensive summer courses."

The training school attracted much attention in the press. The *Indianapolis Star* on July 12, 1937, carried an editorial about the "novel university course [that] reveals a new type of university service to the state and a more enlightened attitude toward the effective administration of justice and crime prevention. Instead of physique and political influence, the member of the state police force. . . must be grounded in criminal law,

modern scientific crime detection, principles of evidence, and other subjects embraced in the broad field of criminology. This cadet training marks a belated approach to the preparation of an expert police corps in European universities. It will create greater efficiency which in turn will promote public respect. Law enforcement will offer the opportunity for an honorable career, paralleling the specially trained units of Federal operatives. The state university is thus rendering a valued service to the taxpayers in preparing young men for a type of career which heretofore has been rare in the annals of state or local government."

In March of 1939 the legislature failed to appropriate funds for additional personnel. This meant a temporary closing of the recruit school; however, summer courses intended to keep members of the State Police "abreast of new developments" were planned. The recruit school program was to be resumed as soon as the State Police, the Institute, and the Legislature decided that further expansion was desirable.

By its fifth year, the Institute could count among its alumni about 1000 students, including those who had attended in-service schools for State Police—a high mark in the history of police administration at the University. In addition, the Institute had cooperated with criminal law administrative officers and legislators for criminal law studies. It had also been responsible for various state and national statutes, including legislation giving the supreme court power to regulate criminal procedure in the Federal courts. It was time for an expansion, and with the approval of the Board of Trustees the Institute was reorganized under a new name—the Institute of Criminal Law Administration—on July 1, 1940. Under the reorganization, Prof. Robinson was to devote full time to the work of the Institute, being granted a leave of absence from the School of Law.

The four phases of the Institute were redefined at this time. They included: (1) Legislation (a legislative reference and drafting bureau for the state and federal officials, departments and organizations concerned with criminal law administration). (2) Training (pre-service and in-service courses for police officers, graduate and undergraduate training for University students wishing to fit themselves for government positions, and short courses). (3) Publications (writing and

publishing monographs, bulletins, reports, texts, and other books). (4) Services to Officials and Organizations (preparation, upon request, of legal briefs for judges, legislators, lawyers, prosecuting attorneys and attorneys general on questions on the constitutionality and the interpretation of statutes, and other direct services for public officials and for state and national bar associations in the administration of criminal law).

Regular courses were suspended in the Fall of 1942; however, the Institute kept up its research work and participated in those activities connected with the national emergency. During this period Prof. Robinson, one of the Institute's most inspiring leaders, who had been on leave since 1941 to serve as a member and reporter of the U. S. Supreme Court Advisory Committee on Rules of Criminal Procedure, was called into government service. (Still on leave from the School of Law, he is now serving as Chief Justice of the Supreme Court of the United Kingdom of Libya.)

In August of 1945, a statewide cooperative training program was sponsored by the Indiana Association of Chiefs of Police and the Sheriffs' Association, with the first two-week basic course for new state and municipal law enforcement officers being held on the university campus. Members of the State Police, the Public Safety Institute of Purdue University, the Federal Bureau of Investigation, the Automotive Protective and Information Bureau, and the Institute of Criminal Law Administration conducted the 80 hours of instruction. The course, primarily for recruits in small departments unable to conduct their own training programs, covered all phases of policing. Under this plan, basic and advanced two-week training courses were offered alternately at Indiana and Purdue Universities. A similar program, confined to a basic course mostly for municipal police officers, is still in operation today: at Indiana University in the fall, and at Purdue in the spring.

The next month, the beginning of the fall semester, with the war over, regular classes in the Institute were resumed.

By 1949, the number of students who were taking courses for degree credit in the Institute had increased from about 30 to 538, mainly because of the interest manifested by returning veterans. At this time the University, recognizing the need for college training in the police field and the "true professional level" that police work was

approaching, created in the College of Arts and Sciences a new Department of Police Administration offering a four-year academic program leading to the Bachelor of Arts degree in Police Administration. Mr. Don L. Kooken was named chairman of the new department. (In a series of appointments that finally led to the chairmanship, Mr. Kooken had been, in turn, since 1946, acting director, instructor, and assistant director of the Institute; Director of the University Safety Division; and the only former member of the State Police to become a member of the State Police Board.) The University was now in a position to give students in such related fields as government and sociology the necessary training for law enforcement work as well as to provide them with the solid foundation necessary to build a career in any aspect of law enforcement.

When Prof. Kooken reached the age of compulsory administrative retirement in July, 1956, Prof. Loren D. Ayres (now with the Public Safety Institute of Purdue) was appointed acting-chairman for one year. (Prof. Kooken remained with the department as a teacher, until his retirement on May 1, 1959. He died a few weeks later.) Prof. Ayres was succeeded by Prof. Richard A. Myren, who served until Capt. Robert F. Borkenstein, Director of the State Police Laboratory, assumed the permanent chairmanship and directorship of the Center for Police Training (formerly the Security Training Institute) on July 1, 1958. The Security Training Institute was responsible for administering in-service training programs.

The Department of Police Administration has progressed steadily since its inception. Today it has added to its Bachelor of Arts program in police administration other programs leading to a Bachelor of Science degree in Police Administration and a six-year combined curriculum with the School of Law leading to a Bachelor of Arts in Police Administration and a Bachelor of Laws. These programs are designed to give the student a combination of a liberal education and an orientation in police problems.

To earn any of these degrees the student must spend the first two years acquiring the fundamentals of a liberal education. This prepares him adequately to specialize in his field of concentration in the last two years. The basic courses include English composition, foreign languages, social sciences, literature, physical and biological sciences, philosophy, and the arts. In the last two years the student specializes in police administra-

tion and minors in the field of chemistry, government, physics, psychology, sociology, or foreign languages. Some courses in the law enforcement area include police management, criminal investigation, case preparation and court procedure, and traffic regulation and control, police laboratory, seminar in police problems, traffic safety programming, police records administration, and traffic surveying and engineering techniques.

It is also possible for a student majoring in another department to acquire upon graduation a Certificate in police administration by completing, with grades no less than "C", 24 credit hours of courses in police administration and three credit hours in sociology.

At present, the Department does not offer a graduate program. However, a student may minor in police administration, while pursuing a graduate degree in a related department.

Alumni of the Department are now employed in federal, state, and municipal enforcement agencies as well as in private police forces, which include insurance investigation and industrial plant protection. At the federal level they have accepted positions with the U. S. Secret Service, Bureau of Narcotics, and the Office of Naval Intelligence. Others have joined state or municipal police departments.

As the department looks with pride on its alumni, it can well look with pride to its heritage of notable achievement and look ahead with great expectation for a future of continued accomplishment.

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