

1971

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Recommended Citation

George A. Lankes, How Should We Educate the Police, 61 J. Crim. L. Criminology & Police Sci. 587 (1970)

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HOW SHOULD WE EDUCATE THE POLICE?

GEORGE A. LANKES

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The post World War II era has witnessed a rapid and tremendous growth of training and educational programs for police. On-the-job training has become a widespread characteristic of recruit indoctrination. Police science has emerged as an educational discipline in many collegiate centers. This presentation proposes to examine what has been done in these areas, what the current trends appear to be and what the future holds.

New York State is certainly representative of what has been happening among police. A long range Police Training Program was inaugurated in 1945 by the chiefs of police, the sheriffs and the Federal Bureau of Investigation.¹ On-the-job training sessions were held throughout the entire state for police of small and large departments. Attendance was voluntary and the numbers in attendance were high. After ten years of operations the program was described as having been very successful.²

Out of the long range training program and the efforts of the chiefs of police, the sheriffs, and the F.B.I., mandated training for all new police recruits in the state became a reality. In 1959 the Municipal Police Training Council (MPTC) of New York State came into existence. Since then on-the-job training of police throughout the state has been supervised for the most part by the MPTC.³ There has been a slow and gradual expansion of the mandated training. The length of recruit training has been increased from 80 clock hours to 240 clock hours. Intermediate in-service and supervisory training has been encouraged. The actual pattern has not been unlike that of the long range police

training program. The principal difference has been the voluntary as opposed to the mandated nature of the present set-up.

Nationwide there are 31 states having agencies actively concerned with on-the-job training for police officers.⁴ These accomplishments of the police profession are praiseworthy and deserve recognition.

On the academic side New York State is likewise representative. The New York City Police Training Academy was the first to become affiliated with a collegiate institution. Late in 1954 it received recognition from the City College of New York.⁵ It thereby became possible in September, 1955 for New York City police officers to continue their education at a collegiate center and earn degrees with credits being earned for on-the-job training programs. Following the New York City pattern the Erie County Sheriff's Training Academy located in Buffalo, New York at the other end of the state became affiliated in 1958 with the Erie County Technical Institute, a two year community college member of the State University of New York. During the next year the New York State Agricultural and Technical College, a two year institution, at Farmingdale, New York started a similar program in Nassau County (Long Island) New York. Monroe Community College at Rochester, New York, was the next collegiate institution to start a police science program.

These programs have been at the two year college level leading to A.A.S. (Associate in Applied Science) degrees in Police Science with the exception of the one at New York City. The latter has offered two year and four year degrees in Police Science and graduate work in the field of Public Ad-

¹ Anon, Long Range Police Training Program in New York State 20, FBI LAW ENFORCEMENT BULLETIN, (7), 4, (July, 1951).

² Anon, Long Range Plan of Police Training is Called a Success 30, FBI LAW ENFORCEMENT BULLETIN, (7) 20, (April, 1961).

³ "Municipal Police Training Council Act", NYS Executive Law, Section 480, Article 19-F, exempts the New York State Police and the New York City Police from mandated training.

⁴ KASSOFF, NORMAN C., NICKORSON, JOHN M., AND PILLSBURY, KENNETH. The State of the Art, THE POLICE CHIEF, 75, (August, 1968).

⁵ GALLATI, ROBERT R. J. Some Modern Horizons in Police Training, 26, FBI LAW ENFORCEMENT BULLETIN, (9), 7, (September, 1957).

ministration.⁶ In all instances the initiative for the programs came primarily from the police. The administration of the collegiate institutions were most cooperative in working on the college level programs with the police. Such joint efforts have done much to advance police science as an educational discipline.

During the summer of 1966 another big step was taken to advance police science in the State of New York with the founding of the School of Criminal Justice at the State University Center at Albany.⁷ The first students were accepted in September, 1968. A void existed at the baccalaureate level in the state university. In September, 1969 the State University College at Buffalo, New York began a four year curriculum in Police Science. The initiative for the School of Criminal Justice came from the academic community alone to fill an educational gap for the study of Criminal Justice.⁸ The baccalaureate program grew out of demands by police science graduates of community colleges in the State for an opportunity to continue their education.

The President's Commission on Law Enforcement and the Administration of Justice has spotlighted higher education for police officers. In one instance the commission has recommended:

"The ultimate aim of all police departments should be that all personnel with general powers have baccalaureate degrees."⁹

The second recommendation reads:

"Police departments should take immediate steps to establish a minimum requirement of a baccalaureate degree for all supervisory and executive positions."¹⁰

These recommendations have focused attention upon a specific group for increased concentration of academic efforts. The "Omnibus Crime Control and Safe Streets Act of 1968" has made federal funds available for the education of police. These actions among others on the crime problem have stimulated the interest and attention of educators

⁶ In 1966 the institution became known as the John Jay College of Criminal Justice, the City University of New York.

⁷ The City University of New York City is not a part of the State University of New York.

⁸ MYREN, RICHARD A. Domestic Tranquility: A Home Base for World Peace, UNIVERSITY REVIEW, (4), 3, (Winter, 1968).

⁹ "The Challenge of Crime in a Free Society," Report of the President's Commission on Law Enforcement and Administration of Justice, U.S. Government Printing Office, Washington, D. C., 1967, p. 109.

¹⁰ *Ibid.*, p. 110.

to no small degree. It now appears that the future trend in police education may more than likely be guided by the academicians than by professional police officers. Heretofore, the police in areas like New York State carried the initiative.

The President's commission has deliberately not defined the type of baccalaureate degree to be sought by police officers or others interested in careers in law enforcement. With the growth of police science curricula throughout the country it would seem that a baccalaureate degree with a major in Police Science would be highly desirable for police and police career aspirants. At present, there are 47 collegiate institutions in the United States described as offering baccalaureate degrees in Police Science. Eight of these institutions are in California, three in Indiana, and no other state has more than two such institutions of higher education offering these degrees.¹¹

With only 47 institutions prepared to grant baccalaureate degrees in Police Science, it will be generations until there is an appreciable number of persons holding such degrees filtering into the ranks of the 420,000 law enforcement officers in the United States. Persons with baccalaureate or high degrees in other disciplines will necessarily have to be attracted into law enforcement if the recommendations of the President's Commission are to become a reality within the next generation or two. These individuals have not been attracted to any appreciable degree in the past. Much will have to be done to attract such college graduates to police work in the future.

There is a brighter outlook for the future among the 180 collegiate institutions which are described as currently granting Associate or two year degrees in Police Science. California again occupies first place with 60 institutions granting such degrees. New York is next with 11 institutions, followed by Florida with 10, Michigan with 9, and Texas with 8 institutions offering two year programs in Police Science.

College trained personnel are sorely needed in the police field at the present time. The institutions offering Police Science majors will not be able to generate the needed numbers. It appears that the liberal arts graduate will be hailed as having the needed qualifications for police work. The IACP (International Association of Chiefs of Police) has commented that "It is nonsense to state or to assume that the enforcement of law is so simple that

¹¹ KASSOFF, et al., *op. cit.*, p. 75.

it can be done best by those unencumbered by the study of the liberal arts."¹²

The IACP together with the AAJC (American Association of Junior Colleges) have jointly prepared a document setting forth guidelines for the implementation of law enforcement educational programs in Community and Junior Colleges.¹³ Under suggested curriculum patterns the following guideline is given:

"The courses that are most readily available in any community college curriculum are some of the most desirable from law enforcement's standpoint. Yet, in the past, there has been a failure to take advantage of such offerings by most police agencies in the country. Courses such as English, sociology, psychology, political science, logic, and history are the very foundation of law enforcement's body of knowledge. To deny this would be to deny an emerging police profession, because all specialized fields of advanced study must be based upon certain academic core subjects. A field of human endeavor such as the police service has a broad base of essential knowledge and must demand of its practitioners certain achievements in terms of initial study."¹⁴

There should be no disagreement or dichotomy over this guideline but it might be well to determine why "most police agencies in the country" have failed to take advantage of such offerings.¹⁵ Another guideline is stated as:

"Since the unavailability of specialized programs in no way mitigates the critical need for higher education in the police service, the only choice remaining is for law enforcement to recognize the value of a general academic program, whether pursued in conjunction with a formal law enforcement program or not."¹⁶

The impact of this guideline on the choice remaining to law enforcement is somewhat condi-

¹² Educational Programs for Law Enforcement, TASK FORCE REPORT: THE POLICE, Washington, D. C., 1967, p. 127; POLICE SCIENCE PROGRAMS, International Association of Chiefs of Police, Washington, D. C., 1967. Also see President's Commission on Law Enforcement and Administration of Justice.

¹³ CROCKETT, THOMPSON S. AND STINCHCOMB, JAMES D., "Guidelines for Law Enforcement Education Programs in Community and Junior Colleges", American Association of Junior Colleges, Washington, D. C., 1967, p. 16.

¹⁴ CROCKETT, et al., *op cit.*, p. 16.

¹⁵ In 1952, the Millard Fillmore College, University of Buffalo, Buffalo, New York (now State University Center at Buffalo) initiated a collegiate level "Law Enforcement Training Program" for police officers which was short lived.

¹⁶ CROCKETT, et al., p. 16.

tioned by the added statement in the same document that the Committee recommended "The adoption of the balanced police program."¹⁷ Such a program would include 18-24 semester hours of professional courses and 33 semester hours in the liberal arts. The grand total of 60-64 semester hours is needed for the Associate's Degree. In order to reach this total, the student would elect to study additional general education or professional courses.

Articulation with the police on a continuing basis appears to be a necessity for colleges offering police science curriculums. The AAJC document makes reference to the advisory council which should provide for such articulation. The opening guideline relative to the advisory council does not suggest the free flow of ideas which should occur between the academician and the professional in police work. It states:

"Any developing community college law enforcement program should seriously consider establishing an advisory council. When there is no full time director, the need is perhaps greatest, and after a director has been named he should find an advisory group very helpful. This should not suggest to the college administration that an outside group will be determining curriculum and other program details that are the responsibility of the academician."¹⁸

This guideline has been prepared for professional college administrators. It is difficult to understand why an implied fear of dictation or determination on curriculum content from a group outside the academic circle should have been deemed worthy of even passing mention. If anything, stronger emphasis and stress should be given to the benefits from the advisory council for the police science curriculum.

Joseph P. Cosand has described the work and value of the advisory council in these terms:

"Advisory committees, working with the administration and faculty, must evaluate the educational program especially those in the technical education areas, and point out to the staff changes which may be occurring within the business and industrial community."¹⁹

¹⁷ *Ibid.*, p. 17.

¹⁸ *Ibid.*, p. 11.

¹⁹ COSAND, JOSEPH P. Implications of Urbanization for Community College Administration, BUFFALO STUDIES: THE UNIVERSITY COUNCIL FOR EDUCATIONAL ADMINISTRATION AND THE SCHOOL OF EDUCATION, STATE UNIVERSITY OF NEW YORK AT BUFFALO, Vol. II (June, 1960), p. 71, No. 1.

William G. Dwyer has written, "Curriculum must be developed realistically in terms of the knowledge and competence actually needed in a given area of work."²⁰

The professional police serving in the field are in the best position to evaluate educational programs dealing with police science. They are likewise at the most vantage point to obtain realistic information on the knowledge and competence needed in police work. Every effort should be made on the part of educators to tap this source of valuable data. The expertise of Cosand and Dwyer appears to provide the guidance which is needed in reference to advisory councils on police science curriculum in the junior or community college.

Liberal arts and police science can mix, but liberal arts cannot be substituted for or supplant police science. What the true role which liberal arts will play in the education of our police officers of the future remains to be seen. The impact which the humanities or liberal arts will have might be gauged from the present experience of John Jay College of Criminal Justice which had its beginning in the 1954 affiliation of the New York City Police Academy with the Baruch School of Business, City College of New York. A syndicated columnist has described this college as being a liberal arts college for policemen.²¹ "The heavy emphasis on the liberal arts is not an accident," is a statement attributed to a top administrator of the college.²² Somewhere between 1955 and 1967 the orientation of the college changed from Police Science-Public Administration to liberal arts. The original orientation was initiated and defined by the police profession.

Traditionally everything points to the humanities as offering the better educational background for many fields. In late 1965 the syndicated columnist, Sydney Harris, described the superior nature of the humanities. He posed the question, "What kind of person do we want our colleges to turn out?" He established his case for the humanities and concluded with the observation that "our great need today is not so much for better-trained technicians as it is for well-rounded persons who know how their subject fits into other subjects and who can relate their experience to some general

framework of human experience."²³ By substituting "police officers" for "persons" in these quotes, the direction in which education for police is headed might be forecast.

The Dean of the School of Criminal Justice at the State University Center at Albany, Richard A. Myren, has placed his imprimatur on liberal education for the person seeking a career in the criminal justice field. He believes that there is much to be uncovered thru academic research on the criminal justice system. The police are an integral part of this system. He acknowledges that the universities have done very little toward the description, analysis, interpretation, and eventual improvement of the system. This would also involve the field of police science.²⁴

Relative to what has been done in the field of police science education, Myren comments that:

"The ignoring of crime by the basic disciplines and the professional schools has resulted in the appearance of special departments or programs in our two and four year colleges and universities concentrating on the problems of the agencies at either end of the criminal justice system: police and corrections. These programs which now are beginning to mushroom, have generally been narrowly conceived, poorly supported, allowed to exist without any or very low academic standard for both students and faculty, and have been almost completely parasitic, taking from the academic community in general what little they offer but making almost no contribution in return. The literature spawned by these programs cannot be considered seriously by scholars. Research by their faculties is almost non-existent."²⁵

On the one hand the universities are chided for not having done anything and on the other hand, the two year community colleges are criticized for their attempts to improve the levels of education in the Criminal Justice System.

Dr. Pauline F. Hunter of the State University Center at Buffalo, a scholar in Junior College Education, must have had similar statements in mind when she wrote:

"Members of the academic profession are rarely well informed about junior college education If professors think about the two year college at all, they usually associate the institution with vocational education or with an inferior kind of education."²⁶

²⁰ DWYER, WILLIAM G. *Developing and Maintaining Effective Curriculums in the Two Year College*, BUFFALO STUDIES, p. 140.

²¹ BUCK, JERRY, *College Gives Cops Liberal Education*, BUFFALO COURIER EXPRESS, (September 25, 1967).

²² *Ibid.*

²³ HARRIS, SYDNEY, *Why the Humanities are Superior*, BUFFALO EVENING NEWS, (November 3, 1965).

²⁴ MYREN, *op cit.*, p. 5.

²⁵ MYREN, *op cit.*, p. 5f.

²⁶ HUNTER, PAULINE F. *Problems Influencing Artic-*

The original initiative which the police themselves have given to their own professional training and education has been significant and beneficial. Changes guided primarily by the academicians are beginning to occur in the educational process for persons interested in the police service. Whether these changes will be for the better is not known. There are areas of education in which the professional educators are in disagreement. The educational level achieved in the two-year college is only one such area of dissension.

In view of the apparent swing toward the liberal arts and the humanities as the educational pattern for persons interested in the police service, it is appropriate to consider what appears to be another disagreement in the academic community. This divergence of opinion concerns the value of the humanities in the overall process of education.

Professor W. David Maxwell has made an analysis of the humanities and their role in the process of education. He constructed a hypothesis on the plight of the humanities. The latter which constitutes the foundation of most liberal arts curriculum has been accepted by him to embrace "history, languages, literature, the arts, philosophy, and the history, and comparison of law and religion."²⁷

Maxwell has made reference to the "Report of the Commission on the Humanities." This group has cited the goals of the humanities as being to improve and enhance our knowledge and appreciation . . . "of such enduring values as justice, freedom, virtue, beauty, and truth, to provide us with wisdom and the ability to make judgments, to provide us understanding of cultures other than our own culture, to encourage creativity and concern for man's ultimate destiny, to produce better men, to give us a sense of man's innate worth and of his infinite capacities."²⁸

Having established these premises, Maxwell contends that the nature of the link between the subject matter of the humanities and the goals which they espouse is not known. He refers to the perennial questions from brighter, and perhaps more practical minded students, on how the study of the humanities will further their goals. He states "that the lesser ability of the humanities to answer such questions leads many able students to pursue other

areas of knowledge."²⁹ Adopting such an educational pattern for persons interested in police service could have similar results and do more harm than good in the long run.

Academicians are certainly not unaware of the goals or objectives of the humanities. They will not disagree with the findings of the humanities commission. They are without doubts as to what set of studies will achieve these goals. It is interesting to note that Maxwell contends that "the set is accepted arbitrarily and that new member studies are not accepted by lack of a rationale to justify such acceptance."³⁰ In other words, the humanities constitute a closed corporation for the achievement of certain goals or objectives.

Vernon R. Alden, President of Ohio University, has recently written "Scrutinize closely, the American college and university and you recognize quickly there's much to be desired in education offered to students. Faculty members are quick to propose reforms in government, business, and other segments of society, but they've been slow to change their own institutions."³¹ Preconceived and unchanging concepts appear to be a characteristic recognizable among many educators.

These same concepts and characteristics are appearing prominently among the educational patterns designed for persons interested in careers in police work. The academicians are arriving or have arrived at the conclusion that the goals or objectives of the humanities are most desirable in the preparation for police service. The usual set of studies—prepackaged by the academicians—are being arbitrarily defined. A taste or pinch of pure police science might be thrown in, if available, to add some flavor to the curriculum.

It is still not uncommon for students, and police officers as well, to question how the study of the humanities might further their goals in police work. The humanities do not have the answers to these questions. It is therefore questionable whether any curriculum with strong concentration in the humanities will generate graduates for police service.

The average police officer is a practical individual. He has an inquiring mind. He must see a practical relationship between his work and any course of study offered in a police science curriculum. He will not buy the humanities in lieu of police science

ulation between Two and Four Year Colleges, BUFFALO STUDIES, (June, 1960) No. 1, p. 179.

²⁷ MAXWELL, DAVID W. A Methodological Hypothesis for the Plight of the Humanities, 54, AAUP BULLETIN, (1), 78, (March, 1968).

²⁸ *Ibid.*, p. 82.

²⁹ *Ibid.*, p. 84.

³⁰ *Ibid.*, p. 83.

³¹ ALDEN, VERNON R. Will Peace Come to the Campus? PARADE, (September 8, 1968) p. 7.

if he hopes and intends to continue in police work as a lifetime career.

Pre-employment students educated in the liberal arts with a dash of police science will not find police work to be their niches in life. The professional police will attest to these observations from personal experience. They are certainly entitled to their views and opinions as much as the academicians are entitled to theirs in reference to the humanities and the liberal arts. The observations of the police cannot be discarded because they are not supported by specific scientific research and at the same time accept those of the academicians as to the goals of the humanities which are likewise unsupported with scientific findings.

These views have been set forth not for the purpose of questioning the humanities or the liberal arts and their respective values. They have been offered because there is a serious question of being able to sell their values to the police officer and the aspirant to a police career. Maxwell in his hypothesis has supplied some of the reasons as to why the humanities *and* the liberal arts will not meet the needs for educated personnel in law enforcement today and in the future. They have not in the past. Can we believe that they will in the future?

If police are to be sold on the values of the humanities in their work, the methodological gap will have to be filled. It will hurt rather than help the status of police science education if an oversell is done on the values of the humanities for police work. Utilization of the views and observations of those who have had experience in the field of police work can serve to further the education for the police service. A well balanced mixture of general academic and professional subjects is needed. The balance calls for decisions founded on the joint efforts of the academicians in dialogue with the professional or career police administrators.

In conclusion, it must be remembered that the police themselves have had the experience in the field itself and have definite concepts on what education will benefit them and their men on the job. The academicians can help the police in achieving a professional education, but dogmatic decisions on curriculum will hinder progress and future development. Cooperative thinking and planning with mutual give and take will do more to improve and advance education in police science. Continued and meaningful articulation between the two professions is an absolute necessity.