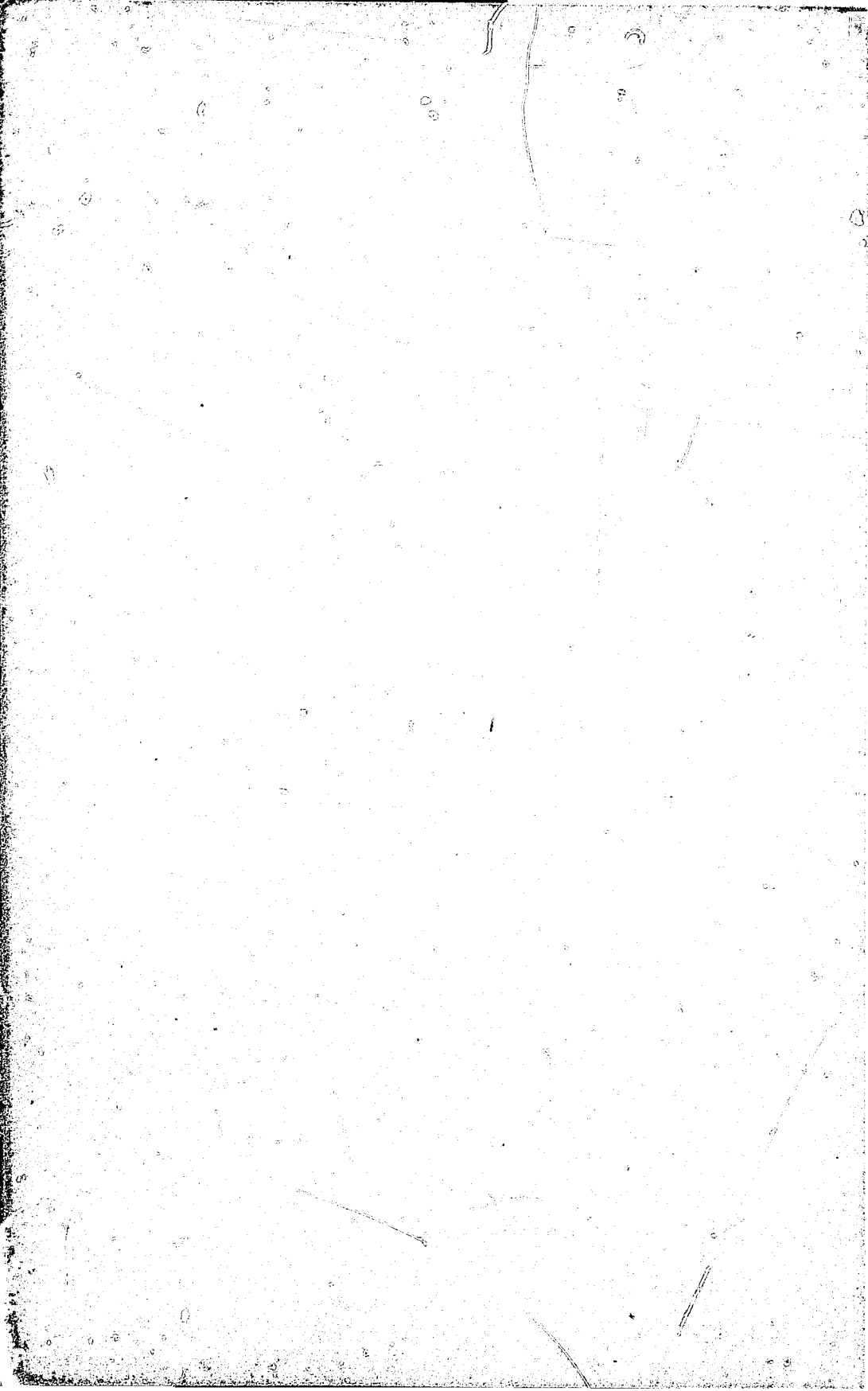


**Introducing a  
Law Enforcement Curriculum  
at a State University**

00187

ENCLOSURE



00187

# Introducing a Law Enforcement Curriculum at a State University

ICR 70-2

JULY 1970



**PETER P. LEJINS**

**Director, Institute of Criminal Justice and Criminology  
University of Maryland**

**U.S. DEPARTMENT OF JUSTICE  
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION  
NATIONAL INSTITUTE OF LAW ENFORCEMENT AND CRIMINAL JUSTICE**

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## **ABOUT THE AUTHOR**

Professor Peter P. Lejins is Director of the Institute of Criminal Justice and Criminology at the University of Maryland. He joined the University in the fall of 1941 and is Professor of Sociology and serves also as Director of the Division of Criminology within that Department.

He holds the Ph.D. degree in Sociology from the University of Chicago and Master's degrees in Philosophy and in Law from the University of Latvia, Riga, Latvia; for two years he held a Rockefeller Foundation fellowship to the United States; he also did graduate study at the University of Paris in Law and Criminology and taught Criminal Law and Criminology at the University of Latvia.

Dr. Lejins was a member of the U.S. delegations to the International Congresses on the Prevention of Crime and the Treatment of Offenders which were held in The Hague in 1950, Rome in 1955, London in 1960, and Stockholm in 1965, first under the auspices of the International Penal and Penitentiary Commission and later under the sponsorship of the United Nations. In December of 1965 he was appointed for a term of six years by President Lyndon B. Johnson a U.S. correspondent to the United Nations in the area of social defense.

Dr. Lejins is a past president of the American Correctional Association. He served for 11 years as chairman of the Committee on Research, Statistics and Planning of that Association, and now is the Chairman of its Research Council.

He is a member of both the Advisory and the Governing Boards of the Patuxent Institution in Maryland and served on the Task Force on Corrections of the Governor's Commission on Law Enforcement and Administration of Justice. He is a member of the Maryland Council on Crime and Delinquency. In the past, by appointment of the Governor, he has served as a member of the Maryland Commission for Children and Youth; a member of the Board of Managers of the Maryland Training School for Boys; for six years as President of the Advisory Board of the Maryland Children's Centers and as a member of the Commission to Study the Correctional System of Maryland, the so-called Michaelson Commission. Dr. Lejins is also a past president of the Maryland Prisoners Aid Association and a member of its Board.

For a number of years Dr. Lejins was Chairman of the Prince Georges County Research and Planning Council and later of the County's Health and Welfare Council. He has also served as Vice President of the Health and Welfare Council of the National Capital Metropolitan

Area. He served as a member of the Board of the Washington Action for Youth, and was for six years a member of the Board of Trustees of the United Planning Organization of D.C.

Dr. Lejins has served as a consultant to a number of federal agencies, including the Defense Department, and continues as a consultant to the Uniform Crime Reports published by the Federal Bureau of Investigation. He is at present the Vice Chairman of the Board of Directors of the Joint Commission on Correctional Manpower and Training. He served as a Consultant to the Task Force on Science and Technology and as an Advisor to the Task Force on Corrections of the President's Commission on Law Enforcement and the Administration of Justice.

Dr. Lejins is a past president of the District of Columbia Sociological Society and served as a member of the Executive Committee of the American Sociological Association. He is a member of the Board of Trustees of the National Council on Crime and Delinquency and of the Professional and Research Councils of that organization. He has recently been elected a Fellow of both the Washington Academy of Sciences and the International Center for Comparative Criminology.

Dr. Lejins served as the Chief Editor of the *Journal of Research in Crime and Delinquency* for 1968.

Dr. Lejins is the author of numerous articles, reports and chapters, primarily in the area of criminology and corrections.

## **FOREWORD**

During the past few years, America's colleges and universities have been responding to the national need for education curricula that will attract capable people to careers in law enforcement and criminal justice. Under the tuition and loan programs of the Office of Academic Assistance in the Law Enforcement Assistance Administration (LEAA) of the United States Department of Justice, many thousands of students are participating in these education programs in preparation for careers or in furtherance of current careers in law enforcement and criminal justice.

Most of the curricula thus far established are for two-year degree programs. But an increasing number of colleges and universities have established, or are contemplating the establishment of, four-year and post-graduate degree programs in criminal justice.

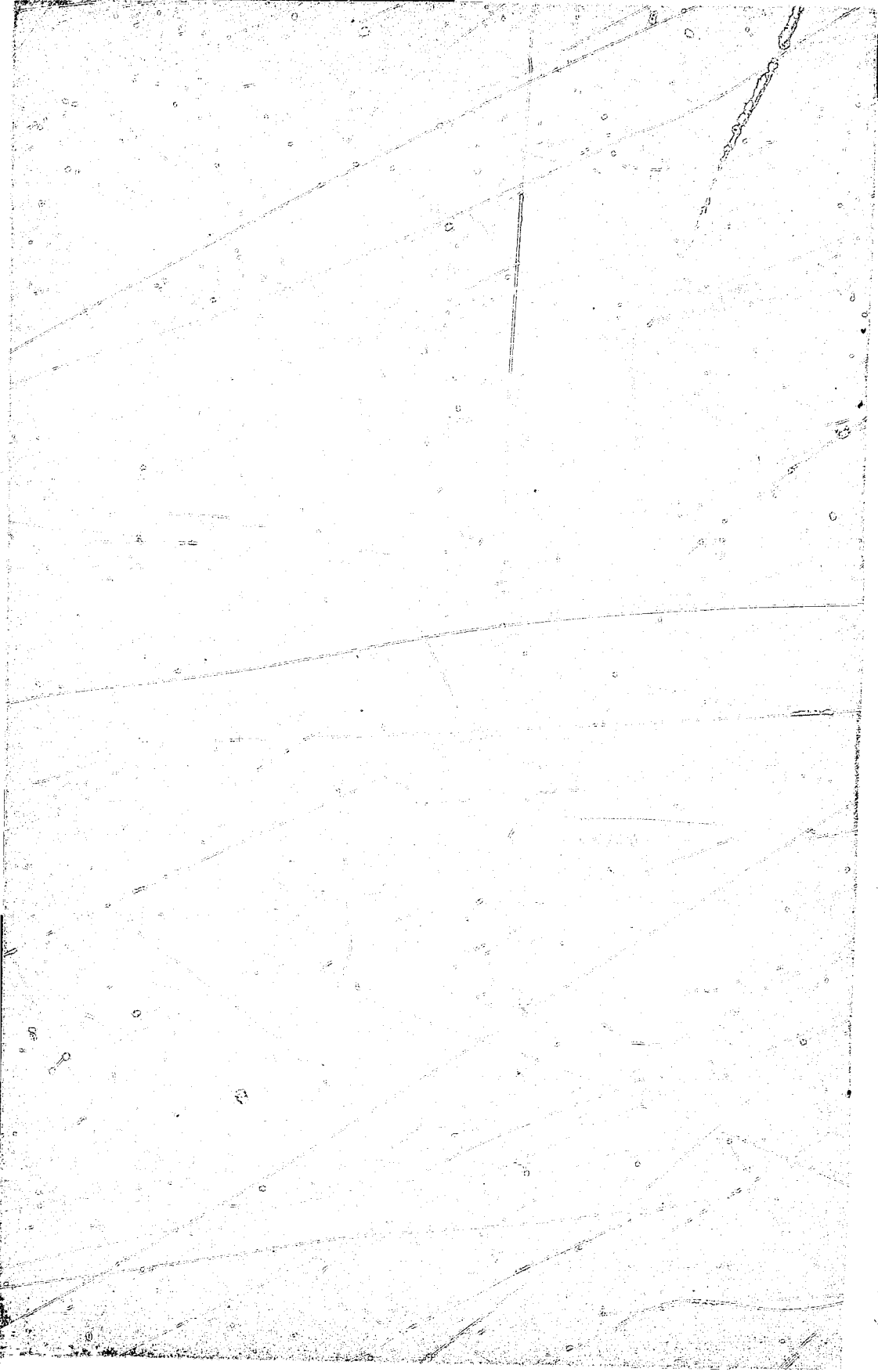
In an effort to assist these colleges and universities, the National Institute of Law Enforcement and Criminal Justice has commissioned a series of monographs by academicians who have already directed the establishment of degree programs in law enforcement and criminal justice at various institutions.

These monographs are not offered as endorsements of any particular curriculum. The purpose of this publication series is to present analyses of the rationale behind particular programs, the problems confronted in building the program, and the methods utilized in organizing and establishing the program within the educational framework of a university.

The National Institute believes that these records of experience will both encourage and assist academicians now considering the formulation of degree programs in law enforcement and criminal justice.

We invite your comments.

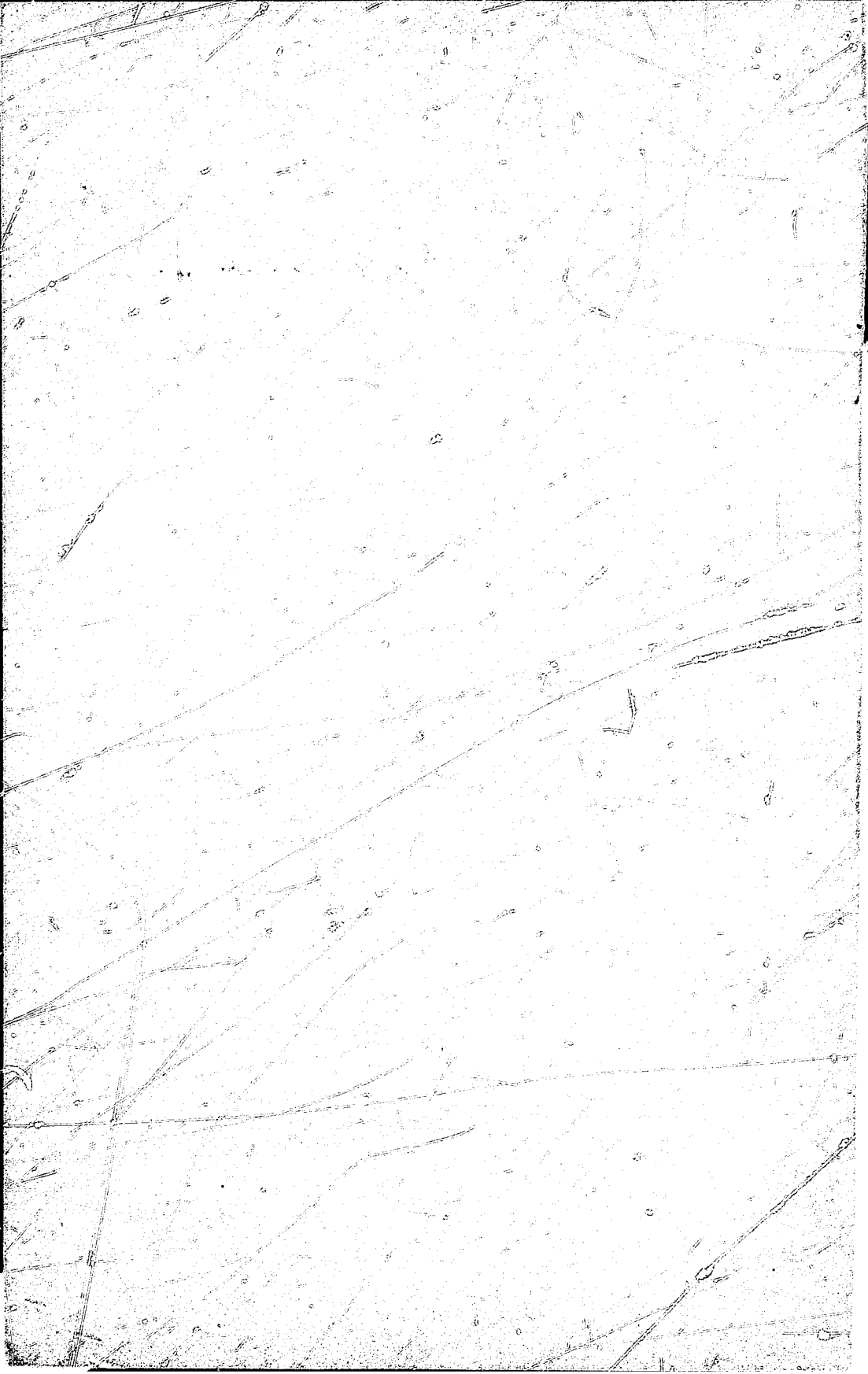
**HENRY S. RUTH, JR.**  
Director, National Institute of Law  
Enforcement and Criminal Justice  
May, 1970





# CONTENTS

	<i>Page</i>
<b>THE SETTING</b> .....	<b>2</b>
The University of Maryland .....	<b>2</b>
The Division of Criminology or the Criminology Program .....	<b>2</b>
Law Enforcement and the University College .....	<b>4</b>
<b>THE PRESSURE FOR DEGREE PROGRAMS IN LAW ENFORCEMENT</b> .....	<b>6</b>
<b>THE FINAL PUSH</b> .....	<b>8</b>
<b>PROCESSING THE PROPOSAL</b> .....	<b>10</b>
The Rationale .....	<b>10</b>
The Critics .....	<b>11</b>
Refuting the Critics: Elaborating the Rationale .....	<b>12</b>
Locating the Law Enforcement Curriculum within the University Structure .....	<b>17</b>
University Procedures for Processing Proposals .....	<b>19</b>
Drafting the Proposal .....	<b>19</b>
The Proposal as Such .....	<b>21</b>
Action by Arts and Sciences Bodies .....	<b>24</b>
A Temporary Parting of the Ways: The Institute Approved .....	<b>25</b>
The Law Enforcement Curriculum Reconsidered .....	<b>26</b>
Qualifications for the Teaching Staff .....	<b>30</b>
The Final Approval .....	<b>36</b>
<b>POSTSCRIPT</b> .....	<b>37</b>
<b>APPENDIX</b>	
The Law Enforcement Curriculum .....	<b>40</b>



## *Introducing a Law Enforcement Curriculum at a State University*

*Peter P. Lejins*

In the summer of 1969 the Board of Regents of the University of Maryland approved the Law Enforcement Curriculum to be offered by the Institute of Criminal Justice and Criminology established at the same time within the College of Arts and Sciences. The Curriculum is designed to lead to a B.A. degree with a major in Law Enforcement, just as other curricula in the College lead to a B.A. or B.S. degree with a major, for example, in Physics, Chemistry, Psychology, or Fine Arts. Later in the summer of 1969, the Institute of Criminal Justice and Criminology was budgeted as part of the regular program of the University and was declared operational, making it possible for students to enroll in the Law Enforcement Curriculum beginning with the fall semester of 1969. Prior to this time the University did not offer any instruction in the field of what is generally referred to as law enforcement, or more narrowly, as police science, except for certain tangential courses of the Law School for the law students.

This statement is intended as a description and an analysis of the processes leading to the introduction of this Curriculum. It was prepared by a member of the University faculty who is a professor of sociology and the Director of the University's Criminology Program. He was one of the two most active promoters of the idea of such a Curriculum and was appointed Director of the newly established Institute when the task was accomplished. His colleague in this undertaking was the Associate Dean of the University College, which within the structure of the University of Maryland is the college of adult and continuing education.

## *THE SETTING*

### *The University of Maryland*

The University of Maryland, although located in the metropolitan area of the Nation's capital, some two miles from the District of Columbia line, is and functions as the Land-Grant institution and the State University for Maryland. It is located between the Washington D.C. and Baltimore metropolitan areas, with populations of roughly 2,700,000 and 2,000,000 respectively, and in Prince Georges County, with a population of 700,000 in 1969. Student enrollment on the College Park campus in the fall of 1969 was 32,500. The University's professional schools, law, medicine, pharmacy, social work, dentistry, etc. are located in the City of Baltimore some 30 miles away from the College Park campus.

The University of Maryland is a rapidly growing State University. In 1964 its enrollment on the College Park campus was only 22,000 and in 1941 on the eve of World War II only about 3,600. It was founded as a State University in 1920, but its Medical School, as the College of Medicine of Maryland, was organized in 1807. The Maryland State College, another early component, was chartered in 1856 in College Park.

In the general area of what is currently referred to as criminal justice, the following developments were of importance prior to the current establishment of the Institute of Criminal Justice and Criminology.

### *The Division of Criminology or the Criminology Program*

For approximately twenty-five years the University has had a so-called Criminology Program, which presently is an officially recognized Divi-

sion of the Department of Sociology. This Program emerged gradually from very modest beginnings in the form of a course or courses in the area of criminology, offered in the Department of Sociology in a very conventional fashion. With the coming of the present writer to the Department of Sociology in 1941 in the capacity of a sociologist specializing in criminology, the number of courses in criminology increased. To the conventional courses in criminology, in 1942, a course in juvenile delinquency was added, and a year or two later courses in Crime and Delinquency Prevention, and Institutional Treatment of Criminals and Delinquents. Graduate seminars were also introduced. This attracted a group of students both on the undergraduate and graduate levels who were majoring, or doing graduate work, in sociology, with specialization in criminology on the B.A., M.A., and Ph.D. levels. In 1945 a "Crime and Delinquency Prevention and Control Curriculum" was officially introduced and appeared in the catalog for the first time, known by the abbreviated name of Crime Control Curriculum. The first Ph.D. in sociology with specialization in criminology was granted in 1947. Gradually a number of graduate students specializing in criminology became involved in teaching undergraduate courses in the area of criminology due to increasing enrollment. In 1964 a second instructor of professorial level was employed in the Department, specifically for the purpose of teaching courses in criminology. In 1964 the curriculum was transformed into a Division of the Department of Sociology under the name of Criminology Program, with the understanding that a certain number of instructors (four) would be teaching courses only in the area of criminology, and the Division was given a certain amount of autonomy in managing affairs pertaining to the criminology area. In 1965 a third staff member on the professorial level was added in order to teach courses in criminology. About this time the number of undergraduate students in the Department of Sociology who officially registered as specializing in Criminology reached about 80, at times going as high as 100. The number of graduate students fluctuated around 30, with about 20 working toward their M.A. and about 10 candidates working on their Ph.D. degrees. At the time the Criminology Program was established as a Division of the Department of Sociology, the position of Director of the Criminology Program was also created.

It should be noted that throughout the existence of the Crime Control Curriculum, or the Criminology Program, sociology students majoring in that Program were required to take up to 18 credits in psychology as their minor or supportive course sequence. Thus the educational background of students graduating from the Criminology Program consists of a "major" in sociology, a minor or supportive sequence in psychology, and at least five courses in the area of criminology: Introductory Criminology, Juvenile Delinquency, Prevention of Crime and Delinquency, Institutional Treatment of Criminals and Delinquents, and Treatment of Criminals and Delinquents in the Community. The opportunity to earn up to six credits for field experience in correctional settings has been available for some time for students taking the Criminology Program.

From this description it should be clear that the Criminology Program has always been a Program dealing with the problems of crime and delinquency, their prevention and their control, from the point of view of the behavioral sciences. Law Enforcement (police science) has not been involved at all.

It should be noted that, while labeled as "Division of Criminology," the Program has in actual fact served as an academic introduction to the field of corrections, and a large number of students graduating from this Program have gone into correctional work.

### *Law Enforcement and the University College*

The University of Maryland has for a long time been offering extension courses in various subjects. In 1947 these extension courses, continuing education or adult education programs were expanded, organized and coordinated through a special college, which is presently known as the University College. From the very beginning of this development the University College became involved in teaching courses, conducting institutes and seminars, and in organizing conferences at the request of the law enforcement agencies of the State of Maryland, occasionally also at the request of similar agencies of the District of Columbia, and to a certain extent also at the request of the correctional agencies, all of whom are interested in training opportunities for their respective personnel.

For a full understanding of the nature of these educational activities in the area of law enforcement, it is necessary to be aware of the fact that the University College of the University of Maryland is authorized to teach courses only in those subject matters which are taught in the regular programs of the University. With few exceptions, which are gradually being eliminated, the University College does not develop programs in those subject matter areas that are not represented in the regular University program. The teaching staff of the University College is approved and to a certain extent provided by the respective Departments of the University. The principle has been rigorously adhered to so that the quality of instruction at the University College be the same as the quality of instruction at the University in general, and that the quality control rest largely with the respective subject matter Departments of the University.

In non-credit activities the University College has always exercised much greater freedom, utilizing the resources of the University, but often going beyond these resources.

In view of the above, the University College has, since 1961, been offering to the police departments of several counties and to the law enforcement officers in the State courses for credit, and 30-hour and later

also 60-hour certificate programs, always in the area of supportive courses, but not directly in law enforcement, because, as previously indicated, there was no program in law enforcement at the University. The enrollments in such credit and certificate courses has been up to 200 law enforcement officers in one county and up to 100 officers in another. One of these counties has recently been extending to its personnel the incentive of increased pay for completing these courses and acquiring these certificates.

Among the non-credit enterprises of the University College, the Law Enforcement Institute, which was started in 1950, should be pointed out. This Institute consists of a series of 10 lectures, one every month, offered on an annual basis for law enforcement personnel. While intended especially for law enforcement personnel of the State of Maryland, it is actually open to the entire region. The lectures are offered one evening a week on the College Park Campus, with an identical lecture in Baltimore the next evening. Up to 500 students are involved in these Institutes at a time. Attendance is registered, and certificates are issued for attendance. Some of the foremost national authorities in the field of law enforcement serve as lecturers. The Institutes are planned by a special committee, made up of representatives of the University and of the law enforcement agencies involved in this program.

A similar program for correctional workers of the State was offered by the University College for two consecutive years in the past in cooperation with the Criminology Program.

Thus the University College has conducted institutes, seminars and conferences for law enforcement personnel for a considerable number of years. The College has a Division of Conferences and Institutes, headed by a director, who is in charge of these activities. Recently the College received a number of substantial grants, some of them over \$100,000, for conducting seminars and training sessions for instance on a regional basis for various echelons of law enforcement officers. These grants have come from the Federal funding agencies and foundations, and a number of the programs were executed in cooperation with the International Association of Chiefs of Police.

## ***THE PRESSURE FOR DEGREE PROGRAMS IN LAW ENFORCEMENT***

The first proposal to initiate a degree program in the area of law enforcement dates back to 1954, when a proposal stemming from the College of Special and Continuation Studies, the name by which the University College was then known, was presented to the President of the University for consideration. This proposal suggested an undergraduate program leading to a Bachelor of Arts or Science degree in Law Enforcement, to be offered by the College of Special and Continuation Studies. The proposal also suggested Associate in Arts and Associate in Science degrees in this field, to be offered by the same College, as well as a "Certificate of Achievement" program comprising 30 semester hours. The proposal made reference to the Crime and Delinquency Prevention and Control Curriculum, which already existed with the Department of Sociology at that time and offered B.A., M.A., and Ph.D. degrees in sociology with specialization in criminology. The 1954 proposal was, however, never acted upon, with the University assigning priority to the development of other new programs. Nevertheless the preparation and submission of the proposal testifies that a need for such a program was felt, and pressure to this end from the quarters indicated above never subsided. The activities of the University College in the area of law enforcement education grew steadily in subsequent years, continuing to find expression in non-degree seminars, institutes and conferences. The Criminology Program within the Sociology Department also continued to expand, enrolling as its students many a young person who chose that program as the one closest to the non-existent law enforcement degree program.

Persistent and mounting pressure for credit and degree work in law enforcement resulted in a spurt of activity in 1966 on the part of those units of the University offering instruction in the general area of crime. In April of that year the University College, in cooperation with the Division of Criminology of the Department of Sociology, convened a conference, to which four nationally known experts in law enforcement education were invited and met with the staff members of the University. A "Proposed Police Studies Curriculum" was developed by the con-



ference, comprising a statement of "Objectives" and descriptions of 15 courses in police studies. A degree of Bachelor of Arts in General Studies with a Primary Concentration in Police Studies was worked out, to be offered by the University College. In July of the same year an inventory of the Holdings of the University of Maryland Library Related to the Law Enforcement Curriculum was prepared. In October 1966 a Proposal for an Institute of Criminology, Law Enforcement, and Corrections was informally worked out by the Director of the Criminology Program and served from then on as a basis for the discussion of plans by the interested University personnel. Also in October of the same year, a visit was arranged by the Associate Dean of the University College and the Director of the Criminology Program to the University of California School of Criminology in Berkeley, in the course of which an extensive study was made of the School of Criminology itself and the relationship of its program to the instruction offered by four and two-year colleges in California and the training provided by the so-called "police academies."

## **THE FINAL PUSH**

The final movement resulting in the establishment of the Law Enforcement Curriculum and the Institute of Criminal Justice and Criminology started in the fall of 1966. If one were to analyze the factors responsible for the initiation of this move and the maintenance of momentum, one might differentiate events on the national scene, certain new awarenesses within the State, and happenings at the University itself.

On the national scene the tide of gradually rising crime and delinquency rates seemed finally to register with the general population, and the climate of public opinion became permeated with recognition of the need for some kind of action. The interpretations heretofore flowing from the social science sector to the effect that the clamor about increases in crime and delinquency was due to the interest of the law enforcement agencies in having such an increase reported, since this would enhance the importance of the law enforcement function, were by that time being rejected as more and more findings and more and more criminologists of social science background began to report objectively measurable increases which could not be explained away by changes in the structure of the population pyramid, by better reporting of crime data, or by inflation, which increases the monetary value of the produce of crime and, *e.g.*, makes felonies of what used to be misdemeanors. The Federal programs directed toward combatting juvenile delinquency and crime, and especially youth crime, were also making their impact. The President's Commission on Juvenile Delinquency and the Juvenile Delinquency and Youth Offenses Control Act of 1961, both the initiative of the Kennedy Administration, and five years of Federal financing of various kinds of projects in the amount of roughly \$10,000,000 a year under this program has a cumulative impact of focusing attention on the seriousness of the situation and bringing home to state and city governments and universities the reality of Federal financing in this area. The appointment of the President's Commission on Law Enforcement and Administration of Justice by President Johnson in the summer of 1965, and the initiation of the Office of Law Enforcement Assistance program at the same time, continued the impact of the Federal concern and action. The latter moves had the distinction of focusing at least some attention in the direction of adult crime and

on law enforcement rather than the earlier primarily cause-removing programs—preventive and correctional—which concerned themselves almost exclusively with juvenile delinquency and at best with youth crime.

Putting it very directly and somewhat bluntly, one might say that by the fall of 1966 state and city governments, meaning especially the criminal justice and budgeting areas, as well as the universities, were beginning to realize that something would have to be done with regard to curbing crime on a substantial scale, and that it was realistic to expect Federal funds for this purpose. The State of Maryland, like the rest of the country, was displaying a considerable amount of activity in this direction with the appointment of study groups, task forces, etc.

In the fall of 1966, at the confluence of these trends and developments, the administration of the University of Maryland received indications that the development of instructional programs in the area of criminal justice, but especially in the area of law enforcement, would be welcome and the University could expect a favorable reaction in terms of budgetary provisions on behalf of both the Governor and the Legislature. Word to that effect spread, and the units of the University already involved in activities in the crime area received the go-ahead signal to come up with program and budget proposals. In the case of the University of Maryland this meant the already described Criminology Division within the Department of Sociology, and the interests and forces within the University College involved in the above described function in adult and in-service educational work of a general nature for the law enforcement personnel of the State.

Concretely it meant that a budget estimate and brief outline of the proposed program were prepared, for official submission, dated December 6, 1966. This was the first official document starting the paper work on the Institute. It might be noted that the descriptive title of the Institute—Institute of Criminology, Law Enforcement and Corrections—appeared here for the first time and remained unchanged until the fall of 1969, when the present title was approved by the Board of Regents. This document also listed most of the essential component parts of the Institute, such as a new degree program in law enforcement as an operational function of the Institute, referred to the existing Criminology Program, and assigned to the Institute the functions of "planning, development and leadership in the University activities in the general area of crime, its control and prevention." The budget for the fiscal year of 1968, that is, the academic year of 1967-68, was proposed at \$79,000. This material was submitted to appropriate State agencies.

As things turned out, this move did not lead to immediate results, since it was apparent that a University program financed through the regular budget of the University would have to go through the regular channels within the University organization prescribed for the initiation, approval and submission for budgeting of all new programs. Thus the realization of the program had to be postponed for at least one year. From there on the history of the Institute and of the Law Enforcement Curriculum becomes the processing of a newly proposed program through the prescribed channels within the University structure.

## *PROCESSING THE PROPOSAL*

### *The Rationale*

One of the first necessities to be taken care of in launching the proposal for a law enforcement program was the development of an explicit statement of the reasons for this move and the objectives which the curriculum was to achieve. An analysis of the factors which were in back of this development in Maryland and undoubtedly in back of similar developments elsewhere in the United States was already given. The task here was not a description of "social forces," but formulation of a rational justification for the promotion of a new program in an academic setting. This rational justification was to a certain extent incorporated in the written proposals, but it was resorted to mainly orally, in presenting and defending the proposals before the various University committees, the Academic Council, and the University Senate.

It should once more be noted that the new program, the coming into being of which is discussed here, was made up, or is made up, of two somewhat distinct elements: the Institute as such, and the Law Enforcement Curriculum. The Institute, perceived as an organizational center for all activities of the University in the area of crime and delinquency, encountered much the lesser resistance, was by and large accepted as something "needed and understandable," always was explained in terms of the "social forces and needs" of our contemporary scene, and really never needed to be spelled out to the extent to which the Law Enforcement Curriculum had to be spelled out in order to be accepted. The Institute was interpreted and approved more as a needed receptacle or facility, which the personnel would develop and fill out with proper content. Rational justifications were much less insisted upon in the case of the Institute and consequently were much less developed than in the case of the Law Enforcement Curriculum. The latter, as a specific operational program, had to be spelled out to a very considerable degree of detail before it was approved. In line with this it will be noted that the Institute was approved by the University Senate much earlier and with much less resistance than its component part, the Law Enforcement Curriculum.

The rationale of the proposal rested on the assumption or observation of professionalization of police work as an observable gradual process and an irreversible trend. This process of professionalization further implied an educational underpinning on the college level. It was the construct or vision of the policeman of the future to which the program was to be oriented. Implementation quite naturally emerged as bifurcated: on one hand there is the aim of bringing up a new generation of law enforcement officers who are the products of a special undergraduate curriculum in law enforcement, taken at the conventional college age, with opportunities for further graduate training. On the other hand, there is the urgent need and the opportunity to upgrade the present cadre of law enforcement officers by means of what is essentially in-service training, but from the point of view of the University is continuing, extension, or specialized adult education.

### *The Critics*

This concept of the new program, although readily accepted by some members of the academic community, aroused a very considerable amount of resistance and skepticism. The "selling" of this concept to the Academic Council and the Senate is considered by this writer as the crucial issue in putting through the entire proposal. The critical attitudes toward this interpretational model of the law enforcement function of the future and of the corresponding educational program fell into two categories: one, antagonism toward law enforcement and its personnel, and two, skepticism about the practicability of or need for an "educated policeman of the future."

Hostility toward the law enforcement personnel, and as I would like to emphasize once more, even toward the function of law enforcement itself, was very pronounced even in the formal meetings of the various academic bodies at least on the part of some members of the faculty. It was even more forcefully expressed, of course, in informal discussions. Statements like the following were voiced over and over again: "I don't want to see our undergraduate students mingle with policemen on the campus, or have police sergeants function as professors." . . . "I simply don't want to see a law enforcement unit on our campus." . . . "Everybody knows what a policeman is like. It is ridiculous to call his work a profession; there are no scientific aspects to law enforcement at all; hence law enforcement does not have any place in an institution of higher learning."

## *Refuting the Critics: Elaborating the Rationale*

In order to allay these negativistic attitudes, or at least to register arguments against them, it was necessary to resort to the conventional references such as the need for the law enforcement function existing in any organized society, and the fact that, as in any occupational group, there are good and bad policemen and one should not distort the picture by judging all on the basis of a few bad eggs. The most effective argument, as the writer found by experience, was, however, mention of the fact that the university programs for police education would give academia, or the intelligentsia in general, the opportunity to mold the policemen of the future to their own liking, and that the refusal to take this opportunity and get involved in the shaping of the future law enforcement officers meant missing this opportunity by default, leaving the police personnel as objectionable as it is today, if, indeed, it is objectionable. As this writer put it on a number of occasions: every political, social or religious movement that is committed to a specific ideology usually considers that its greatest promise of success lies in the opportunity to shape the minds of the young people. By refusing to have anything to do with law enforcement education, the academic community, nearsightedly and irrationally, would be rejecting this opportunity. This particular argument seemed to carry a great deal of weight wherever it was raised.

As to the questioning of the need for higher education for law enforcement officers, the argument raised often appeared in the following form: "You don't need a Bachelor's degree to be a fireman or policeman, to regulate traffic or to pick up drunks and bums in the streets." Or, "Granted, the modern society needs more education in general, but isn't the requirement that policemen have a high school education just about enough?" "Maybe you need a college education for the higher-ranking police officers, but certainly not for the rank and file." Countering these views required developing an interpretational model of the functions of law enforcement and of the functioning of the modern urban industrial society in general. The reference was frequently made to the gradual educational upgrading of practically all occupations and professions in recent times. Parallels with correctional personnel are drawn and proved to be useful: the old prison guard, who often carried the picturesque epithet of turnkey and needed only to lock and open doors, count inmates, and possess physical strength to maintain discipline, now is in the process of being replaced by a custodial or even a correctional officer, who is supposed to be an agent of change, is knowledgeable in the interpretations of criminal behavior, and is skilled in the best "cause-removing" techniques, thereby facilitating the return of the offender to normal existence in the open community. All of these skills presuppose, of course, a college education or an even more advanced educational background. The old custodial and disciplinary functions are performed by the new-type personnel as merely a minor detail in a total program of treatment.

Social work offers another useful simile. The historical predecessors of the contemporary MSW (Master of Social Work) often lacked any education, not to speak of specialized training. It is generally accepted that helping "people with problems" within the context of our complex modern society does require a university background or even a graduate professional degree.

As already stated, the majority of occupations and professions, inclusive of such basic ones as medicine and law, exemplify similar trends. The policeman is no exception: also his functions in the contemporary setting of our modern society can readily be seen as requiring much more of an educational background than it did in the past.

A rather obvious and hopefully not erroneous interpretation was usually readily listened to and seemingly accepted. The analysts of our modern society generally characterize it as a technological society, which by the same token means a scientific society. Most activities have an underpinning of vast accumulations of knowledge and experience. The operation of technological systems requires personnel that has absorbed this knowledge, can use it, and can further develop and refine the systems. Thus the period of education of a member of society, or more generally the period of socialization of the incoming generation, is getting longer for everybody. At the risk of being trite, one might say that if, in order to be effective, a physicist or chemist today needs post-doctoral training fellowships, the law enforcement officer needs a college education.

The argument just presented often did not close the discussion, and a further request would follow to spell out in specific detail what actually are these new functions of the law enforcement officer in our modern society. The explanations given in response to this request will be given here, though it should be noted that they belong equally well in the discussion of the course content of the Law Enforcement Curriculum. Reference to the materials that follow will be made when the structure of the Curriculum is presented.

The activities of a generalized police officer are so many and so varied that only a few of the ones more pertinent to the point being made will be given.

Among the frequent disturbances to which a policeman is called are family conflicts, which often reach the level of disturbances of the peace, fights, assault and manslaughter. It stands to reason that an officer who has been exposed to some educational experience in the area of family relations, the types of family conflict and the way they run their course, would approach this type of disturbance with a much broader and sounder perspective than someone equipped with many conventional folklore stereotypes permeated by punitive, disciplinary, or ridiculing impulses. This does not mean to imply that the policeman should be expected to act as a treatment agent; but even the resolving of the immediate crisis in a way that would forestall major physical and psychological damage should probably be identified as a form of case-work. An educational experience on the college-level suggests itself as

enhancing the likelihood of this type of approach on the part of the law enforcement officer.

An even more obvious example is a disturbance anchored in the area of ethnic relations and ethnic tensions. Exposure to the university-level study of ethnic relations, contributing an historical and broader perspective, objective data and information about the methods and techniques that have been helpful in resolving such crises again suggests itself, and again one would expect that such study would tend to diminish the effect of prejudice, racial and ethnic stereotypes, erroneous and often exaggerated data, rumors, etc. The law enforcement officer with this type of educational background could be expected to act more rationally, in a more detached fashion, and in terms of the experience of the past. Again one might say that his actions would have some characteristics of what one usually conceives of as being group or community work.

Still another example is the handling of disturbances for which mentally abnormal people are responsible. The use of conventional and straight-forward evaluations of behavior as being or not being a violation of law, and the use of conventional law enforcement steps to arrest the ongoing violation and secure the violator for action of the criminal justice system, would often cause unnecessary harm to the perpetrator who is viewed by contemporary society as a sick person, and to the community itself, by injecting what basically amounts to an improper solution of the problem. Even granted that the law enforcement officer has to see to it that the rights of others are not transgressed, an officer who has the proper educational background and has been exposed to some study and appreciation of the meaning and handling of mental abnormalities, would presumably handle the situation with much greater chances of a proper solution. Thus some, even if only introductory, study of abnormal psychology or psychiatry, accompanied by some field training, appears to be a highly desirable background element in the repertory even of the "cop on the beat," who is often confronted with the unruly and endangering behavior of sick persons.

Whatever has been said with regard to the above three categories of disturbances could be properly restated with regard to the handling of drunks and drug addicts. Our contemporary society finally knows so much more about the problems of these two categories of unfortunate people than it did in the past, that it would be truly strange to use on the action line of their control and protection of and from them, personnel totally devoid of this new knowledge and new perspectives based thereon. And yet it is very unlikely that a person, in this case a policeman, whose education ended at the age of 18 with graduation from high school, would be capable of making these new perspectives his own and implementing them.

And finally, let us take the so-called area of civil rights and contemporary struggles for them, which often express themselves in disturbances and so-called riots. Here again the quick and sharp discernment between permissible actions in terms of freedom of speech, and freedom of demonstration, and actions that violate the individual rights of oth-



ers and have all the characteristics of plain criminal acts, presupposes alert and sophisticated individuals. Persons without any higher education, acquired either in their college-age period or subsequently by means of adult education and in-service training, can hardly be cast in the role of the wise law enforcement officer who manages to lessen the tensions between ideologically antagonistic mobs, protects the rights of innocent bystanders and would-be victims, and contains the amount of violence. There must be educational programs for the development of personnel capable of performing such roles, and it does not seem likely that this type of preparation can be accomplished at the high school level.

A somewhat different type of argument supportive of the need for an expanded educational background and referring also to changes in the operation of police departments concerns the technologies which are being introduced more and more into police work. This was already briefly mentioned as a general characteristic of our contemporary society. In using this argument, the following distinction proved to be of essence. The advent of such techniques and corresponding skills as finger printing, lie detection, electronic data processing etc. suggests the need for trained experts or specialists to perform these specific functions, but does not necessarily imply the need for higher educational standards for the police across the board. As a matter of fact, the recognition that such specialists are needed has been found to be used as an argument against the need for higher education of the rank and file, because the specialists will presumably take care of the advanced technology. In actuality this is not a valid argument, because a system making use of skilled personnel for operating certain of its components must have the rest of the personnel capable of functioning within such a system. In reality, "the rank and file" personnel becomes involved in a continuous decision-making process in making use of the skilled technical services and in interpreting their potential and their results. Thus the over-all educational level of the entire police force has to be on an appropriate level in order to derive full benefit from the technological improvements.

This can clearly be seen on such examples as crime data reporting or communications within the criminal justice system. Crime-data reporting, in the sense of data on the total criminal justice process, for instance, is being considered more and more essential for the operation of the system in terms of its administration, policy and planning. The feed-back of information pertaining to the success or failure of programs is essential for the ongoing process of decision making. The analysis of the crime-data reporting process, however, reveals not only the roles of the statistician and the computer programmer, but also of the patrolman who must be capable of identifying the "offenses becoming known to the police" in terms of the uniform crime reporting categories, on the performance of which latter function the whole system stands or falls. If one further visualizes the policeman not only as a reporter of what has happened, but as an active agent in the situation, participating in the shaping up of the event, by his decision-making,

then the need for sophistication on his part becomes even more apparent.

Likewise the police communications systems which are coming to depend more and more on electronic equipment, especially with the recent developments of regional and national cooperation, require ever more sophisticated personnel, capable of orienting itself among the complex technological devices which are constantly at its disposal for discerning use. All this speaks for the need for more education and can readily be translated into the need for college-level education.

Another line of reasoning, supportive of the need for a college education for law enforcement officers, consists in the observation of an emerging change in the law enforcement function of the police. With some danger of excessive generalization and over-simplification it might be stated that in the past the police was the organ of a relatively small, homogenous and consensus society in its dealing with outsiders and outcasts. These, by their very nature, belonged to the lowest socioeconomic class. The early sociologists of law were probably right in their philosophizing that law enforcement agencies were never meant to deal with the regular members of the community, but were there to protect that community from attacks of strangers and outcasts, in other words, from the lowest social class. Not in vain are American writings of the 18th century full of references to the "criminal classes" which are responsible for criminality. Since the fate of these outsiders was of no particular concern to the society, nobody particularly cared about the methods used to protect society from them. The law enforcement agencies themselves, having as their major task the control of these criminalistic segments, did not have to be overly sophisticated, and the use of simple and rough measures of repression and intimidation was their only repertory. In the modern industrial and urban society, which attempts to be democratic, the concentration of criminal behavior within a segregated "low-level" segment of the population seems to be disappearing, and the function of the law enforcement officer becomes more and more one of containing within minimal legal bounds the conduct of any member of the society, *e.g.* in traffic control, public gathering control, etc. Thus it is no longer the "no-account" segment of the population the police now deals with, but to a much greater degree the total population. This statement is not a denial of the existence of differential law enforcement, but the recognition of the fact that law enforcement in modern times is less differential and there is less of it. The law enforcement officer thus is no longer a functionary who deals with the uneducated "dregs" of society and hence does not himself need much sophistication; on the contrary, he has to measure up to the generally much higher level of education of the society which he is now supposed to help run more smoothly. The law enforcement officer should not be permitted to lag behind his society in educational qualifications.

The above discussion is not meant as a treatise on the essence of contemporary police work; its sole purpose here is to illustrate the type of argument that was used and proved effective with the academic community in putting across the point that a university-level education for

police work is not only justifiable but something that is urgently needed.

### *Locating the Law Enforcement Curriculum Within the University Structure*

Another early necessity in the development of the proposal was a decision on the location of the Law Enforcement Curriculum within the structure of the University. There were several possibilities, and national practice varies in that respect. A study was conducted in the summer of 1968, inquiring into the exact location of the law enforcement curricula and comparable programs within the administrative structures of other colleges and universities. Such a study was necessary, because existing surveys, such as those of the International Association of Chiefs of Police, for instance, did not provide this information in the necessary detail. The study was conducted by means of a questionnaire. Thirty-eight institutions of the 45 to whom the questionnaires were addressed (those offering baccalaureate degrees in law enforcement) revealed a wide variety of organizational patterns, almost too varied to be meaningfully categorized. The four major locations were Colleges of Arts and Sciences, Schools of Business and Public Administration, Colleges of Continuing or Adult Education, and independent administrative units responsible directly to the central university administration. A number of programs did not fit into any one of these four major categories.

All four of these possible locations were examined with reference to the situation at the University of Maryland, and the College of Arts and Sciences was selected. The reasoning, in brief, was as follows.

Although the University College, which is the extension or adult education unit within the structure of the University of Maryland, would be the unit providing instruction for credit and degree for the law enforcement officers of the State, and in that sense would be the unit most involved in police education in terms of volume of business, it could not be the seat of the Law Enforcement Curriculum because of the educational policies of the University. It is the policy at Maryland, as previously pointed out, that the University College brings to the people of the state extension courses and programs in the subject matter handled by the academic departments of the University. The University College itself does not maintain subject matter programs and only employs part-time and in some few instances full-time teaching staff, which must be approved and is often supplied by the academic departments. Thus, for the Law Enforcement area, it was necessary to establish a Law Enforcement department within the regular structure of the University in order for the University College to be able to teach law enforcement courses in its extension. The University's basic policy, however, pre-

cluded the development of the Law Enforcement Curriculum within the University College itself.

In the course of these deliberations the representatives of the University College declined any plans for locating the Curriculum in their College also on the basis of another consideration; *viz.*, that the location in the University College of the basic unit teaching law enforcement would not be germane to the nature of that College, which is in principle a college for adult education, while the Law Enforcement Curriculum as such should be designed primarily for college-age students.

The arguments in favor of locating the program in the College of Arts and Sciences centered primarily around the fact that the social science disciplines most closely related to law enforcement are located in that College, especially the Departments of Sociology and Psychology, since the program would have a strong sociological-psychological emphasis. An additional argument in this respect was the location of the already existing Criminology Program in the Department of Sociology: a number of criminology courses were from the beginning envisaged as an important component of a law enforcement major. A further strong argument in favor of the Arts and Sciences location was the presumably desirable general liberal arts background as a basic educational springboard for the law enforcement officer as well. There were also, of course, some aspects of the Arts and Sciences location which were questioned, especially the foreign language requirement, which many consider superfluous for a law enforcement officer. It should be noted that in the above mentioned survey of the 38 responding colleges and universities, 14 had their law enforcement programs located in the College of Arts and Sciences.

The location in a College of Business and Public Administration also had some decided advantages, which were carefully considered. The operation of a law enforcement system is undoubtedly an aspect of public administration, and in that sense it could easily be argued that education for that activity should properly be located in the unit of the University that deals with public administration. Moreover, the location in the College of Business and Public Administration of the Department of Government and Politics—which is the designation used at Maryland for the conventional Department of Political Science—appeared to be a strong argument in favor of that College, since many issues confronting law enforcement in the area of administration of criminal justice, constitutional guarantees of civil rights, criminal procedure, etc., are studied intensively by the political scientists.

Aware of the advantages and disadvantages of both the Arts and Sciences and Business and Public Administration locations, the proponents decided in favor of the College of Arts and Sciences.

As to the fourth major possibility, that is, a completely independent school, institute, center, or college of law enforcement, the planners rightly or wrongly decided against the proliferation of completely independent administrative units on the campus, responsible directly to the central university administration, and ruled in favor of an affiliation

with the College of Arts and Sciences. The proposed structure comprised an Institute subsuming in terms of coordination all of the University's activities in the areas of criminology, law enforcement and corrections within the College of Arts and Sciences, as well as a curriculum in law enforcement to be operated by the Institute.

### *University Procedures for Processing Proposals*

The historical sequence of developments after it was realized that the regular procedures for the introduction of new programs would have to be adhered to was as follows.

The Faculty Organization of the University provides for new programs to be originated within appropriate departments, which are supposed to have committees that take up proposals, develop them, and transmit them to the appropriate College authorities with the approval or disapproval of the department head as the chief executive officer. In the College of Arts and Sciences the Programs, Curricula, and Courses Committee of the Academic Council is the appropriate body. In the case of a new program the PCC Committee is supposed to review the proposal and submit it to the Academic Council for approval. From the Academic Council the proposal, with the approval or disapproval of the Dean of the College of Arts and Sciences, goes to the Committee on Programs, Curricula and Courses of the University Senate. After the latter has given its approval, the proposal is reviewed by the General Committee on Educational Policy and is then placed by the Executive Committee of the University Senate on that body's agenda. If approved by the University Senate, the proposal is then transmitted to the Board of Regents with the recommendation of the President of the University. If approved by the Board of Regents, the project must be included in the University budget in order to become operational. It must further be included in the State budget presented by the Governor and approved by the Legislature. The proponents of the program had to see the proposal through all the above-indicated steps.

### *Drafting the Proposal*

Since the program was not to be located in any one of the existing departments of the College of Arts and Sciences, it was officially submitted to the Dean of the College of Arts and Sciences by two persons, the Director of the Criminology Division of the Department of Sociology

and the Associate Dean of the University College. From there on, throughout the rest of the procedural steps, it went over the signature of the Director of the Criminology Program as a member of the faculty of the College of Arts and Sciences, who also presented, explained and defended the proposal before the various committees, the Academic Council of the College, and the University Senate.

Approximately one year passed between the beginning of the development of an actual proposal in early 1967 and the submission of the proposal to the Dean of Arts and Sciences for further processing in the spring of 1968. The length of this period was due to the discussion of the proposal by the two proponents with the staff of the University College, the Dean of Arts and Sciences, the Vice President for Academic Affairs, and finally the President of the University. Many were the sessions devoted to the discussion of the basic issues involved. At one time weekly meetings were held in the early hours of the morning prior to the beginning of the regular work day, some of them attended by the top echelons of the University, which testifies to the seriousness of the considerations being given to the new program. At the same time inquiries were made with other universities offering similar programs. A study of available written materials was an ongoing activity until the formulation of the proposal was accomplished. Because of his professional involvement in the field of criminal justice, one of the proponents made use of his contacts and site visits in the field to explore existing programs and discuss the project with others who had undergone similar experiences or were operating such programs. A perusal of the notes of such consultations produced a conservative estimate of at least 20 leaders in this area who were involved in such manner at one point or another. To a certain extent, of course, the length of this period in the development of the proposal was unquestionably due to the fact that the proponents, in spite of their enthusiasm for the project, had their regular operational duties to carry on and thus were limited in the amount of time they could devote to the project.

An important factor entering into the promotion of the Institute and the Curriculum in Law Enforcement was the interest in this matter of the Governor's Commission on Law Enforcement and the Administration of Justice, which took over the functions suggested by the First National Congress on Crime Control of March 28-29, 1967 and the message of the President on Crime in America of February 6, 1967 in implementing the findings of the President's Commission on Law Enforcement and the Administration of Justice by establishing State planning committees. The State planning commission, with its exceptionally energetic director, established an Advisory Committee on Criminal Justice Education for the State, involving in it the representatives of all institutions of higher learning offering programs in criminology, correction, or law enforcement, in order to promote and coordinate such programs in the above areas, and the executive director of the Commission established liaison with the faculty group on the campus planning the proposal for the Institute. He actually took part in at least one of the meetings of that group.

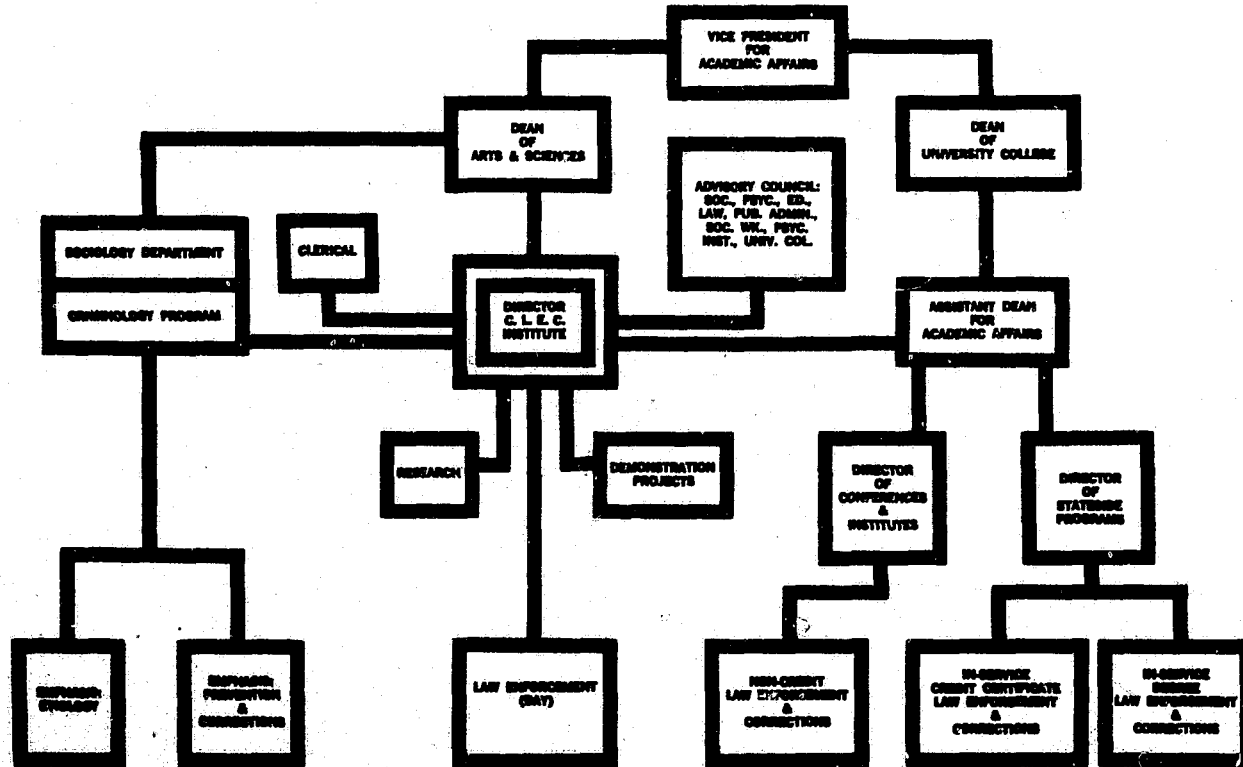
The interest of the Maryland law enforcement agencies in the establishment of a police training program at the state university, mentioned under the heading entitled "The Pressure for Degree Programs," continued during this period of the development of the proposal and actually up to the time of final approval. Hardly a month went by that the high-level police administrators and personnel in charge of the police's own educational programs did not address communications to the President and other officers of the University, urging the development of the program.

Finally the proposal was ready and was submitted to the Dean of the College of Arts and Sciences on April 30, 1968 by the Associate Dean of the University College and the Director of the Criminology Program.

### *The Proposal as Such*

*The Proposal for an Institute of Criminology, Law Enforcement and Corrections* started with a summary statement, which outlined in detail the need for the Institute very much along the lines described elsewhere in this statement, and presented in outline the salient points of the entire proposal. After that it described the existing programs in considerable detail: the Criminology Program with its corrections component in the Sociology Department of the College of Arts and Sciences, and the activities of the University College in behalf of law enforcement personnel in terms of non-credit in-service programs, credit in-service programs, as well as various training activities on the basis of special grants and awards. This was followed by a detailed description of the proposed Institute and, of course, of the new Law Enforcement Curriculum. An organizational chart, shown on page 26, which is included in this statement, gave the location of the Institute within the University structure and its relation to other units within the University: The College of Arts and Sciences, the Division of Criminology within the Department of Sociology, the University College, as well as other Departments, Schools, Colleges, etc. The proposal then made suggestions for an expanded Criminology Program, differentiating two emphases on etiology and corrections, the new Law Enforcement Curriculum, giving its purpose and objectives, the structure of the Curriculum itself, and the catalog description of the new courses in law enforcement to be introduced. It also outlined the research and demonstration project components of the Institute. With regard to administration, the proposal elaborated the role of the director and recommended an Advisory Council and an Advisory Board. The proposal projected a five-year budget, stipulating \$83,500 for the first year, and \$253,800 for the fifth. This budget was intended to be over and above the already existing budget of the Criminology Program and the pertinent expenditures of the University College. The 40-page proposal was supplemented by a number of appendices.

# INSTITUTE FOR CRIMINOLOGY, LAW ENFORCEMENT, AND CORRECTIONS





The salient points of the proposal were as follows. It recommended that the Institute, described at this point as an Institute of Criminology, Law Enforcement and Corrections, be located in the College of Arts and Sciences under the jurisdiction of the Dean and the Academic Council. The Institute was assigned the operating function of running a Law Enforcement Curriculum, and a coordinating function with regard to the Criminology Program, the adult education activities related to criminal justice of the University College, and in general with regard to any engagement of the University in the area of crime and delinquency. The proposal also recommended that the Institute develop research and demonstration units within its structure.

The Law Enforcement Curriculum was designated as a curriculum rather than a department, in all probability because of its small initial size (the first budget established four professorial positions for it) and partly, perhaps, because of its location in the Institute instead of being directly in the College of Arts and Sciences the same as other departments of that College. In actual fact it was set up to function very much like any other department. The Curriculum is designed to lead to a Bachelor of Arts degree in Law Enforcement. There was not much elaboration of the Curriculum in the proposal, except for a brief statement of the purpose and objectives. The structure of the curriculum was given in terms of courses for all four years of study, comprising the courses of the General Education Requirement of the University, the courses required by the College of Arts and Sciences, some supportive courses from the Departments of Sociology, Psychology, and Government and Politics, and ten proposed courses specifically in the area of law enforcement:

1. Introduction to Law Enforcement
2. Criminal Investigation in Law Enforcement
3. Criminal Law
4. Criminal Procedure and Evidence
5. Advanced Legal Problems
6. Law Enforcement—Community Relations
7. Advanced Law Enforcement Administration
8. Law Enforcement Personnel Supervision
9. Security Administration
10. Directed Independent Research

The proposed catalog descriptions of the ten law enforcement courses followed. The Curriculum and the catalog description of the courses are listed in the Appendix.

It should be noted that the proposal did not include in the Curriculum the College of Arts and Sciences requirement of four semesters of foreign language. Nor did it include a required course in statistics, which is a required course both in the Departments of Psychology and Sociology. The Curriculum included, however, the five basic undergraduate courses in the area of criminology offered by the Sociology Department and constituting the major requirement of the Criminology Program.

It should be pointed out that in specifying the qualifications for the position of the director of the Institute, the proposal stated that "he

should be academically qualified and hold a professorship in one of the Social Science Departments of the College of Arts and Sciences with an appropriate background in one or more of the major problem areas of the Institute (Criminology, Law Enforcement, and Corrections)."

The proposed Advisory Council of the Institute was justified in terms of the broad interdisciplinary ramifications of any broad-scope program in the area of criminology, law enforcement, or corrections. Although instruction in some aspects of major related disciplines is incorporated in the Curriculum and in the Institute, it was felt that for the purpose of maintaining liaison and coordination, representatives of the following subdivisions of the University should be placed on the Advisory Council: Education, Law, Psychiatry, Psychology, Public Administration, Social Work, Sociology, and University College (adult education).

While the Advisory Council includes the various disciplines involved, as these are represented within the University, the proposed Advisory Board is supposed to provide a link between the Institute and the appropriate State and Federal agencies and private organizations, thus creating a forum in which the needs of the field and the contributions of the Institute in satisfying these needs can be discussed and this implementation better planned.

### *Action by Arts and Sciences Bodies*

In accordance with the usual procedures for the processing of new programs, the proposal was referred to the College of Arts and Sciences Committee on Programs, Curricula, and Courses for review and recommendation to the Academic Council of the College. The Committee came up with the following conclusions, which were incorporated in the memorandum of its Chairman dated May 3, 1968:

1. It unanimously endorses the development of a vigorous and effective University program in the field of criminology, law enforcement and corrections.
2. It approves of the concept of a new organization of University resources in this field, for example the proposed Institute, for the purpose of securing maximum support for and providing efficient development of the program.
3. It favors granting a bachelor's degree in law enforcement as a measure to promote professional training in this crucial area of community and national life.
4. It disapproves of the proposal for the College of Arts and Sciences to grant a bachelor's degree in law enforcement. The reasoning of the Committee in this matter was that the proposed degree is an undergraduate professional or vocational degree which is not congruent with the present undergraduate degree programs of the College.

At its meeting of May 17, 1968, after detailed discussion and elaboration of the proposal by the Director of the Criminology Program, the Academic Council unanimously approved the first three of the above recommendations, but the fourth one, that is, disapproval of the proposal that the College of Arts and Sciences grant a Bachelor's degree in

law enforcement, was recommitted to the Programs, Curricula, and Courses Committee. In a letter dated July 3, 1968, the Dean of the College of Arts and Sciences characterized as follows the chief objections to accepting the Bachelor's degree in Law Enforcement as an Arts and Sciences degree program:

- "1. The proposed program does not have a foreign language requirement. All other degree programs in the Arts and Sciences do require a foreign language.
- "2. The program is a professional or vocational program and is therefore not properly an Arts and Sciences program."

In summing up, the Dean further stated: "The Academic Council of the College of Arts and Sciences proposes the establishment of the Institute and endorses its objectives. It endorses the proposal for a Bachelor's degree in Law Enforcement but is not willing to approve this degree program as an Arts and Sciences program in its present form. The Arts and Sciences PCC (Programs, Curricula and Courses) Committee has been asked to re-study the program in consultation with Dr. Lejins, the sponsor of the proposal for the Institute (including the Law Enforcement degree program)."

### *A Temporary Parting of the Ways: the Institute Approval*

From this point on the proposals for the Institute and for the Law Enforcement Curriculum proceeded separately, in spite of the fact that the Curriculum was intended as a component part and the only immediately operational part of the Institute. Still in keeping with the prescribed procedures, the Dean of Arts and Sciences referred—with his support—the recommendation of the Academic Council that an Institute of Criminology, Law Enforcement and Corrections be established, affiliated with the College of Arts and Sciences to the Programs, Curricula, and Courses Committee of the University Senate, by the above-mentioned letter of July 3, 1968. The proposal for the Law Enforcement Curriculum, on the other hand, was returned to the PCC Committee of the Academic Council of the College of Arts and Sciences.

The University Senate PCC Committee, at its meeting of August 1, 1968, unanimously approved recommendations 1, 2, and 3 of the Arts and Sciences PCC Committee as approved by the Academic Council of that College. In addition, the Senate PCC Committee unanimously recommended to the Academic Council that they reconsider and allow the Bachelor's degree in law enforcement because of the importance of the program to the University and the community.

The recommendation of the Senate PCC Committee went to the Senate General Committee on Educational Policy, which gave its approval on October 2, 1968, whereupon the Executive Committee, at its meeting of October 8, placed the proposal on the agenda of the University

Senate meeting of October 31, 1968. The minutes of the University Senate reflect that the Institute was unanimously approved with the exception of the baccalaureate degree in law enforcement, which, technically speaking, was not before the Senate for consideration. It might be of some interest to note that at this meeting a very lengthy discussion of the proposal took place, with the Institute receiving relatively little comment and being approved without much questioning, while the Law Enforcement Curriculum, even though not officially up for a vote, received the bulk of attention. The October 31, 1968 meeting of the Senate and the May 17, 1968 meeting of the Academic Council stand out in the history of the proposal as the two longest and most heated discussions, during which the majority of the *contra* arguments were raised and the proponents and supporters of the proposals set forth the reasoning reflected elsewhere in this statement.

The *Proposal for an Institute* was subsequently referred to the Board of Regents for approval and inclusion in the University budget. It is interesting to note that a certain delay in the approval of the Institute occurred because several members of the Board of Regents questioned the descriptive title under which the proposal had come to be known during the three years of its history. This writer was given to understand that the concerns raised referred to the somewhat "negativistic" overtones of the title and the absence of a reference to the concept of criminal justice.

In all fairness to the Board of Regents it must be conceded that that body reflected correctly the emerging trend of American thinking, promoted especially by the Department of Justice and its funding programs in superimposing the concept of criminal justice on the heretofore distinct concepts and areas of activities of law enforcement and cause-removing corrections.

The Board approved the Institute at its meeting of June 20, 1969. The anticipatory budgeting of the Institute was recommended by the Board considerably earlier. However, the issue of the name was not finally settled until September 26, 1969, when the name "Institute of Criminal Justice and Criminology" was unanimously approved.

As the result of rather complicated budgetary arrangements, which are often typical for new programs, which, in line with the policies of the University are not to be funded at the expense of already existing programs, a budget of \$94,000 became available in the late summer of 1969, and the Institute became operational.

### *The Law Enforcement Curriculum Reconsidered*

And now, let us return to the story of the Law Enforcement Curriculum. As will be recalled, the proposal for this Curriculum was to be reconsidered by the PCC Committee of the College of Arts and Sci-

ences. At the meeting of the Committee on November 4, 1968, the proponents of the Curriculum suggested making a number of modifications in it and attempted to clarify certain issues:

1. The proposed Law Enforcement Curriculum would be revised so as to comply with all requirements of the College of Arts and Sciences, which meant above all the inclusion of the foreign language requirement in the Curriculum. Incidentally, the study of similar programs at other schools—previously mentioned—revealed that of the 14 programs located in Colleges of Arts and Sciences, ten comply with the foreign language requirement.
2. Formal endorsement from all those Departments of the University would be sought which offer courses that are to be taken by the Law Enforcement Curriculum students. Such clearance recently became a matter of policy on campus in the case of new programs.
3. It was explicitly stated and emphasized that the Law Enforcement Curriculum leading to a B.A. degree in the College of Arts and Sciences is intended primarily for college-age students, envisaging daytime instruction and the observance of all College of Arts and Sciences routines. It was further pointed out that in line with the educational policies of the University, the introduction of the Law Enforcement courses in the College of Arts and Sciences would make it possible for the University College to offer these courses in its extension teaching, thereby making them available to the law enforcement personnel of the State and of the region. It is anticipated that adult students of this type will enroll in the evening extension courses of the University College rather than in the Law Enforcement Curriculum of the College of Arts and Sciences. An important factor also will be the introduction by University College of the degree of Bachelor of Arts in General Studies, with a primary concentration in law enforcement or in corrections, which thus will be available to and—it is anticipated—be primarily sought by the law enforcement and corrections personnel of the State.
4. It was promised that the prerequisite systems of those Departments will be carefully complied with whose courses are included in the Law Enforcement Curriculum, thereby introducing, for example, the statistics requirement into the Law Enforcement Curriculum in order to comply with the prerequisite requirements of the Departments of Sociology and Psychology. It should be remarked that this was not the only reason for including a course in statistics in the Curriculum. It must be recognized that both from the point of view of the compilation of data and especially the understanding of quantitative data pertaining to operational programs, a certain basic knowledge of or at least an exposure to statistics is becoming increasingly essential in police work.
5. It was further promised that greater flexibility would be built into the Curriculum by allowing for some electives, thus complying with the usual practices of the College of Arts and Sciences in this respect.

Most of the above stipulations were made in a letter of November 2, 1968, addressed to the chairman of the Arts and Sciences PCC Committee. Orally, at the meeting, the point was further made that a college or university program in law enforcement education does not as such need to be more professionally or vocationally oriented than, let us say, a program in chemistry or English and many other subjects making up the classical curriculum of the College of Arts and Sciences, which, as some claim, is supposed to "teach how to live", rather than "how to make a living". The graduating chemistry majors in the best schools have a number of job offers in their pockets long before graduation. Likewise the English and foreign language majors are lining up teaching positions well ahead of commencement. It is really not so much the subject matter but exactly what of the subject matter is taught and how it is presented that makes the difference between a university and vocational school instruction.

The PCC Committee reacted favorably to this declaration of intentions, and the ensuing months were spent in very close and constructive cooperation with the Committee, its chairman, and its staff member in making the necessary adjustments in the Curriculum. Concurrently, intensive consultation was carried on with all these Departments and Schools whose courses are included in the Curriculum. Statements were obtained from them, giving their endorsement and readiness to take the Curriculum students into consideration when planning their courses. In the same way, the willingness of the Departments, Colleges and Schools was assured to send their representatives to the Advisory Council. Finally, the Curriculum was approved by the PCC Committee at its meeting of March 17, 1969.

Although the essentials of the curriculum have already been covered at various points in this statement, the four pages of the final document as approved by the Committee and later by all other appropriate bodies of the University, inclusive of the Board of Regents, are reproduced here. They are self-explanatory.

### *Law Enforcement Curriculum*

The Law Enforcement Curriculum is located in the Institute of Criminology, Law Enforcement and Corrections within the College of Arts and Sciences. Its purpose is to provide students who are interested in the general area of law enforcement with a liberal arts education with an emphasis on social science disciplines and basic knowledge in the field of law enforcement to the extent of specialization compatible with the philosophy of the College of Arts and Sciences. This Curriculum leads to a Bachelor of Arts degree and satisfies all of the appropriate University, General Education and College requirements for that degree.

The major in Law Enforcement comprises 30 hours of course work in Law Enforcement and Criminology, the latter currently offered as courses in the Division of Criminology of the Department of Sociology. At least 18, but not more than 24 of the 30 hours must be in courses in Law Enforcement. At least 6 but not more than 12 of the 30 hours are required in Criminology. The student may use up to 6 hours of the elective credits to bring his work in the major up to 36 hours. At least a grade of "C" is required in all courses in the major.

Supporting sequences of courses totalling 18 hours are construed from the course offerings in Government and Politics, Psychology, and Sociology, using primarily the courses listed in the Curriculum. In Government and Politics, in addition to a general introduction to the field, public administration and constitutional law are emphasized, providing an opportunity for further study, on an elective basis, of public personnel administration and civil rights. In Psychology, in addition to a general introduction to the field, an introductory study of abnormal psychology is emphasized, opening up this aspect of deviance to the stu-

dent of law enforcement. In Sociology, in addition to a general introduction to the field, the area of ethnic relations is selected as a currently focal area in law enforcement. This aspect can be further supplemented on an elective basis by related courses in Government and Politics. Other areas of sociological study, such as urban sociology, may serve as another example of potential development. Determination of the supporting courses should be made in consultation and with the approval of the adviser.

An introductory course in statistics, listed in the Curriculum as either PSYC 90 or SOCY 95 is required, the rationale being that an ability to understand and handle statistical data is now essential for a person trained in the social sciences and especially for a person interested in law enforcement. A number of upper level undergraduate courses in the social science departments now require statistics as a prerequisite.

## THE LAW ENFORCEMENT CURRICULUM

<i>1st Semester</i>				<i>2nd Semester</i>	
<b>FRESHMAN</b>					
*ENGL	1-Composition	3	*ENGL	4-World Literature	3
*GVPT	1-American Government	3	*HIST	-History	3
*SOCY	1-Introduction to Sociology	3	SOCY	52-Criminology	3
*ZOOL	1-General Zoology	4	LENF	50-Criminal Law	3
	-Language Requirement I	3	HLTH	5-Science and Theory of Health	(2)
PHED	3-Physical Education (1)			-Language Requirement VI	3
		16-(17)			15-(17)
<i>2nd Semester</i>			<i>1st Semester</i>		
	-Language Requirement II	3	<b>JUNIOR</b>		
*CHEM	1-General Chemistry	4	PSYC	90-Statistics	3
*MATH	10-Introduction to Mathematics	3	or		
PSYC	1-Introduction to Psychology	3	SOCY	95-Statistics	
LENF	1-Introduction to Law Enforcement	3	SOCY	153-Juvenile Delinquency	3
PHED	4-Physical Education (1)		PSYC	5-Personality and Adjustment	3
		16-(17)	LENF	31-Criminal Procedure and Evidence	3
			**Electives		3
					15
<i>1st Semester</i>			<i>2nd Semester</i>		
<b>SOPHOMORE</b>					
	-Science or Mathematics	1	LENF	150-Law Enforcement Community Relations	3
*ENGL	3-World Literature	3	GVPT	60-State and Local Government (or comparable course)	3
*HIST	-History	3	GVPT	131-Introduction to Constitutional Law	3
SPCH	7-Public Speaking	2	PSYC	131-Abnormal Psychology	3
LENF	20-Criminal Investigation in Law Enforcement	3	SOCY	154-Crime and Delinquency Prevention or	
	-Language Requirement V	3	or		
		15	LENF	120-Advanced Legal Problems	3
					15

1st Semester	2nd Semester
SENIOR	GVPT 110-Principles of Public Administration 3
*Humanities 3	LENF 189-Directed Independent Research 3
SOCY 123-Ethnic Minorities 3	**Electives 9
LENF 140-Advanced Law Enforcement Admin. or 3	15
SOCY 155-Treatment of Criminals and Delinquents in the Community 3	TOTAL ***122-(126)
**Electives 6	
15	

- \*These courses represent the General Education Requirement.
- \*\*Electives should be selected from courses offered by the Departments of Sociology, Government and Politics, Psychology, Business Administration, and Law Enforcement curriculum (LENF 150 and 160).
- \*\*\*Excluding PHED and HLTH courses, the total number of semester hours required for graduation is 122.

The proposal was now ready again to be reviewed by the Academic Council of the College of Arts and Sciences. The Dean of the College placed it on the agenda of the Council for April 24, 1969.

In the meantime another issue needed to be resolved. This was the concern of a number of the members of the academic community and of the Academic Council about the staffing of the Law Enforcement Curriculum, if approved, with the implication that improper staffing would go against the grain and the standards of the College of Arts and Sciences. Since this issue turned out to be quite important, the following detailed analysis is given here.

### *Qualifications for the Teaching Staff*

Although the issue of the qualifications of the staff teaching in the Law Enforcement Curriculum came up throughout the development of the Curriculum, it became especially acute in the final stages of the approval of the Curriculum by the Academic Council of the College of Arts and Sciences. Since many members of the Academic Council were skeptical about the existence of a true academic discipline of law enforcement, they were concerned about the question who would do the teaching if and when a curriculum of this sort were established. There was an obvious fear that the teachers would be practitioners, either law enforcement officers without academic credentials and with only police experience or, perhaps, experience in teaching in police academies, or practicing attorneys with a law degree, in other words, with a professional rather than an academic or research degree. The Arts and Sciences community was unaware of the existence of law enforcement programs granting academic advanced degrees,—such as the School of Criminology of the University of California at Berkeley, for instance, which grants doctorate degrees with specialization in law enforcement. In all fairness, one can not brush aside the queries about the qualifica-



tions of prospective personnel by referring to candidates with this type of degree, since there are so far extremely few such persons. Questions about the plans for personnel were raised again and again in the meetings of the College of Arts and Sciences PCC Committee, as well as in the meetings of the College's Academic Council.

In response to these queries and in order to allay apprehension and fears in this respect, this writer made a rather formal statement at the meeting of the Academic Council at which the program was finally approved, to the effect that "the usual standards of the College of Arts and Sciences with regard to the qualifications of the teaching staff in terms of research degrees, research activities, professional publications, and teaching experience will be observed." This statement summarized what had repeatedly been stated at various points in the process of developing the Curriculum. It meant a formal promise to adhere to the policy that no appointments to professorial ranks would be made, inclusive of the rank of assistant professor, without the candidate having completed the highest research degree in his area of specialization, i.e., the Ph.D. degree or a comparable type of doctorate. It is the practice of the College of Arts and Sciences to assign the title of Lecturer to anyone who does not have the final research degree in his area. Such a person is appointed pending completion of such degree, at which time he receives the rank of Assistant Professor and the full salary commensurate with that rank. In the case of appointments and promotions to the tenure ranks of Associate Professor and Professor, substantial amounts of academic activity in terms of research, publications, and teaching experience must be present.

It is the considered opinion of this writer that the Curriculum would not have received the approval of the Academic Council if the above commitment had not been made. It is quite obvious that this commitment at the same time created very severe difficulties for the recruitment of teaching staff for the Curriculum.

Although no detailed analysis of the qualifications for the academic staff of the Curriculum was made while the proposal for a Law Enforcement Curriculum was being promoted, the following analytical considerations were worked out and, at least in part, conveyed to the various members of the academic community. The following is a summary of this analysis.

It must be borne in mind that there are two categories of teaching personnel as far as law enforcement instruction is concerned in the situation existing at the University of Maryland: 1.) the personnel of the Law Enforcement Curriculum in the College of Arts and Sciences, which has the primary purpose of teaching college-age students working for their degrees in Arts and Sciences; and 2.) the personnel in adult education or extension teaching of the University College, which primarily involves as students in-service personnel of the law enforcement agencies. As previously pointed out, the general policy of the University of Maryland is that the qualifications for teaching personnel at the University College are in principle the same as those for the personnel of the respective subject-matter Departments. As a matter of fact, the per-

sonnel for the University College courses is provided and/or approved by the subject-matter Departments. The only modifying factor in the situation is the fact that a large proportion of the personnel teaching for the University College is part-time and temporary. In the evaluation of qualifications, therefore, the criteria employed by the Departments in hiring part-time and temporary personnel are adhered to rather than the qualifications applicable to tenured and full-time personnel. This does not, however, mean the elimination of certain basic standards, but rather a certain relaxation of requirements. Thus, for instance, no person without at least the first graduate degree (M.A.) in the appropriate field is admitted to part-time or temporary teaching in the area of Criminology or similar subjects. Priorities in terms of publications, research, and teaching experience are rather rigidly observed for the actual employment of personnel.

For the purpose of further analysis of the qualifications of personnel, the courses in the area of law enforcement were classified into three categories.

1. Courses clearly requiring a social sciences background as applied to the specific area of law enforcement. Here belong such courses as a general Introduction to Law Enforcement—which in the perspective of the proposed Curriculum of the University of Maryland points up law enforcement as a form of social control that has to be viewed in the light of the total system of social control—Law Enforcement and Community Relations, Ethnic Relations for Law Enforcement Officers, etc.
2. Courses requiring background in the specific aspects of law enforcement work. Here belong such courses as Investigation in Law Enforcement, Law Enforcement Administration, Law Enforcement Personnel, etc.
3. Courses requiring legal background in addition to the other qualifications for teaching in the College of Arts and Sciences. Here belong such courses as Criminal Law, Law, Criminal Procedure and Evidence, Advanced Legal Problems, etc.

The courses in the first category require staff qualifications of the same nature as those required of staff teaching in the various social science departments, plus evidence of academic specialization in the area of law enforcement. All this can be accomplished by advanced degrees in programs specifically designed for such purposes, *e.g.* the program of the School of Criminology at the University of California at Berkeley—probably the most widely known of these programs—or the Police Administration Program at Michigan State University, both of which provide sufficient training in social science background and at the same time adequate specialization in the area of social control. In the absence of such specialized academic programs as the two mentioned above, specialization and degrees in the area of sociology, political science, or potentially some other disciplines are indicated, with supplementary training in law enforcement. A sociologist, political scientist, psychologist, or anthropologist whose graduate program, research program, research interests, publications or practical experience indicate familiarity with the area of law enforcement would be a logical candidate. The above enumerations are not meant to be exhaustive, but rather refer to the most frequently applicable backgrounds.

In the case of the courses in the second category, degrees from specialized programs in law enforcement are especially indicated. Advanced

degrees from the Police Administration Program of Michigan State University, the Law Enforcement specialization in the School of Criminology at Berkeley, or the same specialization from Florida State University and others can serve as examples. In the absence of personnel with this type of degree, a combination of a social science degree—again, for example, a doctorate in sociology, political science, or anthropology—and a certain amount of practical experience in the area of law enforcement is a possibility. Presumably the research degree in a social science area indicates the presence of training in the methodologies and the principles of social science, and the practical involvement in law enforcement provides the necessary factual knowledge. It is assumed that a candidate with this type of background will himself, in a somewhat pioneering way, present the law enforcement materials in the proper academic perspective rather than as a practitioner whose experience is limited to his own particular area of activities. Practical experience alone, not supported by any university-level education, research, writing, or teaching is not to be considered as a sufficient qualification for appointment in the College of Arts and Sciences and should be considered as constituting an extremely low priority even in the case of temporary and part-time appointments in extension teaching.

The courses in the third category, that is those dealing with the subject matter of criminal law and in general with the subject matter ordinarily taught in the law schools, present a special problem. The essence of the problem consists in the fact that the law school degree, by and large, is considered a professional degree rather than a research degree and in that sense does not qualify for teaching and research activities in a division of the University where the regular graduate-school type of education is a prerequisite.

It is with regard to the personnel for courses from this area that the dichotomy between professional legal education and experience on the one hand, and the standards of the College of Arts and Sciences and the Graduate School on the other for the employment of University personnel comes especially forcibly to the fore.

The analysis of the qualifications for these courses led to recognition of the fact that not only a law school background should be considered as qualifying for teaching in this area, but that a background in political science with a strong specialization in public law, in the constitutional issues of civil rights, or in the administration of criminal justice might be considered adequate as well.

In view of the academic sensitivity of the issue and the extreme practical importance of criteria for securing personnel for the Law Enforcement Curriculum who would be qualified to teach courses specifically in the area of legal issues, the following system of categories was devised in order to establish priorities for employment. The six categories, further subdivided into sub-categories, are listed in terms of the preference to be given candidates properly classified in each.

#### Category One

- A. Persons with a completed doctoral degree in some appropriate

area of social science (*e.g.* sociology, political science or psychology), a completed law degree, and specialization in the area of criminal justice in terms of academic activities, research, publications, and teaching. Further ranking of candidates possessing all three of these qualifications would take into consideration the usual criteria for employment of academic personnel in the area of Arts and Sciences, that is, the comparative quality of the various qualifying factors.

- B. Persons with a doctoral degree from one of the special programs in law enforcement or police administration which include adequate preparation in social science and the areas of criminal law and procedure. Here belong candidates with degrees from the previously mentioned doctoral degree programs in Law Enforcement.

#### Category Two

Persons with a completed doctorate in political science, with a strong specialization in the area of law, especially in constitutional and public law. It should be noted that, depending on the degree of specialization in the areas of criminal law and criminal procedure, supported by research and publications in this area, the priority of a candidate in this area could be on a par with the priority of a candidate from category one.

#### Category Three

Persons with a completed law degree plus a research degree on the Master's level in an appropriate field of social science, or a Master's degree in law enforcement. Candidates in this category should be further differentiated in terms of priority into:

- a. Those who are engaged in work towards the doctorate, especially if they have completed all requirements except the dissertation, and who belong in the general category of academic personnel employed just prior to the completion of the doctorate.
- b. Those who have not gone into graduate work beyond their Master's degree.

It goes without saying that research activities, publications, and teaching record are further determining qualifying factors.

#### Category Four

Persons with a law degree and a Bachelor's degree in some social science, with some teaching experience, and research experience, and publications. While a variety of qualifications within this category is obvious, this category does not suggest itself as proper background for tenured positions in the Law Enforcement Curriculum. Nevertheless, some "very strong" candidates from this category might be potentially considered. An example of a strong candidate might be the case of a person who has a Bachelor's degree in Sociology-Criminology from a strong pro-

gram of this type, followed by a law degree from a good law school, and then research or employment experience in one of the major federal or state programs in the area of criminal justice, or perhaps some teaching experience elsewhere. A weak candidate, on the other hand, would be someone who either has not completed his Bachelor's degree, or has a Bachelor's degree in a field unrelated to social science or criminal justice; someone studying only part-time to obtain a law degree while employed in an occupation not related to criminal justice, and not having any strong qualifications in teaching, research, or writing. A person with that type of background could hardly be considered a desirable candidate even for part-time and temporary teaching.

#### Category Five

Person with a law degree and subsequent activity in the area of law enforcement operations, without evidence of previous experience in teaching, research, or publication. This category is not mentioned because it should serve as a reservoir of personnel for any type of teaching positions, either full-time, part-time or temporary, but because of the fact that experience on the national scale shows that very many applications are received from persons with that type of background who wish to be considered for teaching positions in the newly created law enforcement programs. In spite of the fact that many persons falling into this category may be brilliant public servants or respected and experienced practitioners in the area of criminal justice, such background alone can hardly be considered as necessarily constituting a strong qualification for a teaching position from the academic point of view.

#### Category Six

All other types of educational backgrounds, admitting the possibility that some idiosyncratic constellations of qualifications might raise the priority rating of some individuals comparatively high. For instance, a person with a medical degree, a specialty in psychiatry, and extensive experience as a forensic medical officer in a large and progressive court system might actually present a combination of qualifications that could rank in the top priority category, especially if such qualifications are further enhanced by research and writing activities.

It might be of interest to note that with regard to its part-time teaching staff the University College has maintained a policy of not employing as faculty persons from the field to teach courses to their subordinates or colleagues. The College expressed its intention to maintain this principle also in the employment of teaching staff for the newly introduced degrees of Bachelor of Arts in General Studies with primary concentrations in law enforcement and in corrections.

## *The Final Approval*

The Curriculum was approved by the Academic Council at its meeting of April 24, with very few negative votes, and after a debate in which most of the major concerns expressed before were raised again and were answered as previously explained in this statement.

The approved Proposal, referred with a favorable recommendation by the College of Arts and Sciences, quickly cleared the Senate PCC (Programs, Curricula and Courses) Committee as well as the General Education Policy Committee and the Executive Committee of the Senate, and was passed, practically without debate and with no abstaining votes by the University Senate on May 6, 1969. The Proposal was approved by the Board of Regents on June 20 together with the Proposal for the Institute.

## POSTSCRIPT

In retrospect, it should be kept in mind that the foregoing statement was intended as a description and analysis of the processes which it was necessary to go through in introducing a curriculum in law enforcement leading to a B.A. degree at a state university. It is meant to be a history of sequential events rather than a structured theoretical statement on such a curriculum. Thus, for instance, the "rationale" in back of the proposal is not written up in an organized fashion in one single all-inclusive presentation, but is given as it developed along the way in actual fact: parts of it as these existed prior to the launching of the project, and parts as these were developed in response, for instance, to various criticisms. Or, another example, the topic of the qualifications of the personnel suddenly became very cogent at the time of the second hearing before the Academic Council, and it is exactly in that sequence that the problem was presented here.

It should perhaps also be noted that the amount of detail reported, which could of course have been much greater, was geared to the total length of the statement agreed upon in advance.

It goes without saying that all of the observations on events that were made in this statement reflect the way these registered with the present writer, and the interpretations and the opinions expressed are his own, as is the responsibility for them. He can only say that his was a sincere effort to depict the process of introducing the Law Enforcement Curriculum and the Institute of Criminal Justice and Criminology at the University of Maryland as accurately and as objectively as was in his power.

In thinking back about the undertaking, the major factors which were apparent throughout the process stand out as follows:

1. the national emergency with regard to the crime and delinquency situation, or shall we say, the national concern about this situation—as a constant reminder of the need.
2. the emphasis on "law enforcement", gradually broadened to the concept of criminal justice as expressed especially in the Federal emphasis in legislation and funding, beginning roughly with 1965, rather than the preoccupation with the cause-removing activities in terms of correction and especially prevention of the years immediately preceding. An interest in a law enforcement curriculum is much more germane to the national climate of attitudes after 1965 than before. This is unquestionably an impressionistic generalization and a somewhat bold one at that. It needs substantiation in terms of a historical study of the changing national scene. It is given here as an observation by the present

writer, who has been an active participant in developments in the area of criminal justice over the past several decades.

3. a very intensive and sustained interest in more education on the part of the law enforcement personnel in the State of Maryland, inclusive of all echelons. This interest and active demand has been traced in the statement back to the early 1950's and has never subsided.
4. a somewhat more concrete situation and a very important factor under the circumstances was the combination of the above-mentioned interest on the part of the law enforcement personnel in college-level education, and the at first anticipated and then realized availability of Federal funding in support of such education, especially in terms of tuition assistance and loans. It was only natural that when the law enforcement personnel became aware of the availability of funds, it doubled its pressure on the state university to step into the picture with an appropriate program.
5. in close relationship to the circumstances listed under 4 above stands the national and local "stampede" on the part of the junior and community colleges and some four-year colleges to respond to the national planning and available funding by introducing law enforcement degree programs. As is usual and proper in such situations in Maryland as elsewhere, eyes turned to the state university for leadership in the sense of the setting of standards etc. in this respect. The reference in this statement to the intervention of the Governor's Commission on Law Enforcement and the Administration of Justice and its Executive Director was an illustration of this. The University was so forcefully cast in the leadership role with regard to the area of criminal justice, that one must assume that this was an important contributing factor in the acceptance of the new responsibility.
6. the positive and encouraging attitude of the central administration of the University, the College of Arts and Sciences and the University College. These administrators are under the constant pressure of a multitude of potential new programs, which compete for the budget dollars. In this type of situation, since not all demands can be satisfied, the programs which can be shown to have more merit have to be given priority. The administration encouraged the demonstration of the existing need and the justification of the program by its proponents before the faculty bodies and responded positively when this justification was developed.
7. another factor, which so far has not been brought out explicitly in the statement was the expressed preference of the central administration for a degree program financed within the regular budget of the University rather than based on temporary outside funding. This stand was motivated by the University's commitment and obligation to the students who are encouraged to enroll in a degree program, that the continuance of such a program is within the authority of the University and the State. This position was, of course, very determining for the direction which the proponents had to take in developing the program.
8. the attitudes of the faculty, which, within the basically very democratic structure of the University, are the determining factor in the approval of programs on the departmental, college and University levels. Since a new department was involved in this case, only the Academic Council and the University Senate, with their respective Committees, took part in the deliberations. It must be recognized, as was amply pointed out in the statement, that the attitude of the faculty was by no means favorable to begin with. As was indicated, both a negative attitude toward law enforcement and the University campus having anything to do with it, and skepticism about the need and appropriateness of a college education for law enforcement officers were expressed. As a long-term participant in the governing bodies of the faculty on the campus, this writer can testify to the fact that some of the debates about the Law Enforcement Curriculum were the most hard fought he can remember having witnessed or participated in. It must also be recognized that in the final analysis the program was passed by the faculty with only a few negative votes in the Academic



Council of the College of Arts and Sciences and no *contra* votes in the University Senate.

9. the presence of a small group of activist proponents of the Curriculum who gave a great deal of time and effort to carrying through the proposal should probably be noted as an important immediate factor. The very favorable and encouraging attitudes of a somewhat larger segment of the faculty no doubt contributed.
10. it should probably be noted that the students' attitude with regard to the introduction of the new program did not come into play practically at all in this particular case. This is the more remarkable since the most active period of the campus-wide discussion of the program were the years of 1968 and 1969, when the issues of "law and order" were nationally and also at Maryland in the focus of student attention. It also might be noted that the student body of the University of Maryland, or at least an active segment thereof, was intensively involved in the development of a revised judiciary system, in which the present writer was active as the chairman of the respective Senate Committee. But somehow the student sector, except for very minor involvements, stayed out of the Law Enforcement Curriculum debate.

In looking back, it is hard to assign a greater or lesser priority to any one of the above factors. It seems that all of them were quite crucial, and the situation in general had to be the way it was for the proposal to succeed. Certain adjustments in the proposed program might, of course, have absorbed potential negative stands. The Law Enforcement Curriculum emerged at the confluence of the social forces described above.

# APPENDIX

## THE LAW ENFORCEMENT CURRICULUM

### 1st Semester

<b>FRESHMAN</b>		
•ENGL	1-Composition	3
•GVPT	1-American Govern- ment	3
•SOCY	1-Introduction to Sociology	3
PSYC	1-Introduction to Psychology	3
LENF	1-Introduction to Law Enforcement	3
PHED	3-Physical Education	1
		<hr/> 16

### 2nd Semester

•Humanities (Philosophy or Art)		3
SPCH	7-Public Speaking	2
•MATH	10-Introduction to Math- ematics	3
•ZOO	1-General Zoology	4
LENF	20-Criminal Investigation in Law Enforcement	3
PHED	4-Physical Education	1
		<hr/> 16

### 1st Semester

<b>SOPHOMORE</b>		
•ENGL	3-World Literature	3
•HIST	22-History of the US Since 1865 (preferred)	3
•CHEM	1-General Chemistry	4
LENF	30-Criminal Law	3
SOCY	52-Criminology	3
		<hr/> 16

### 2nd Semester

•ENGL	4-World Literature	3
•HIST	42-World Civilization (preferred)	3
PSYC	5-Personality and Adjustment	3
LENF	31-Criminal Procedure and Evidence	3
HLTH	5-Science and Theory of Health	2
••Electives		5
		<hr/> 17

### 1st Semester

<b>JUNIOR</b>		
GVPT	60-State and Local Govern- ment (or comparable course)	3
SOCY	153-Juvenile Delinquency	3
PSYC	131-Abnormal Psychology	3
LENF	150-Law Enforcement Community Re- lations	3
••Electives		3
		<hr/> 15

### 2nd Semester

LENF	120-Advanced Legal Problems	3
SOCY	154-Crime and Delinquency Prevention	3
BSAD	100-Office Operations and Management	3
GVPT	132-Civil Rights and the Constitution	3
••Electives		3
		<hr/> 15

<i>1st Semester</i>	<i>2nd Semester</i>
<b>SENIOR</b>	LENF 160-Security Administration 3
LENF 140-Advanced Law Enforcement Administration 3	GVPT 111-Public Personnel Administration 3
SOCY 155-Treatment of Criminals and Delinquents in the Community 3	LENF 189-Directed Independent Research 3
SOCY 123-Ethnic Minorities 3	**Electives 6
LENF 150-Law Enforcement Personnel Supervision 3	***15
**Electives 3	
3	
15	

- \*These courses represent the General Education Requirement.
- \*\*Electives should be selected from courses offered by the Departments of Sociology, Government and Politics, Psychology, and Business Administration.
- \*\*\*Excluding Physical Education and Health courses, the total number of semester hours required for graduation is 121.

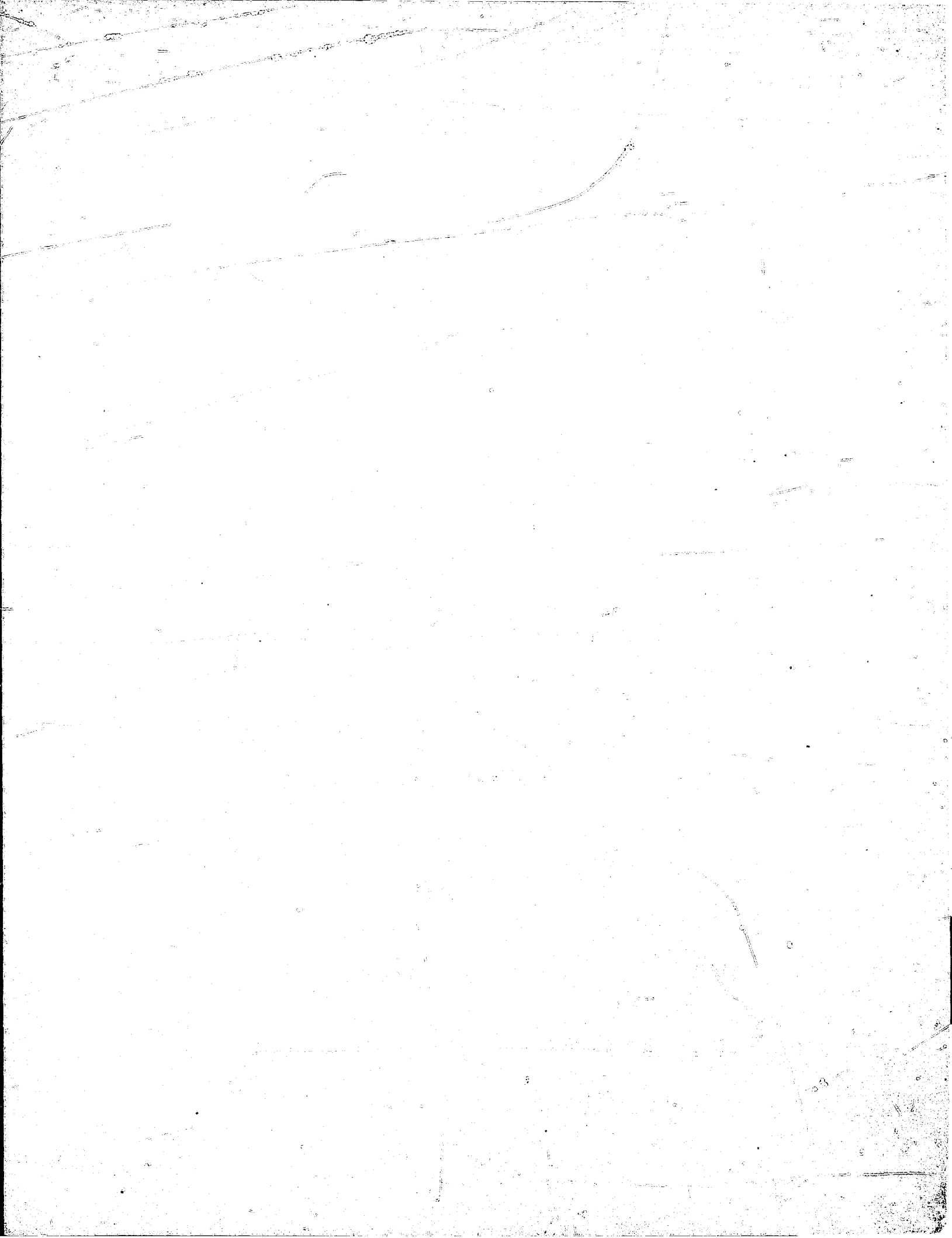
## CATALOG DESCRIPTIONS OF LAW ENFORCEMENT COURSES

- LENF 1**      *Introduction to Law Enforcement (3)*
- Introduction to the philosophical and historical background of law enforcement. The principles of organization and administration for law enforcement, functions and specific activities; planning and research; public relations; personnel and training; inspection and control; direction; policy formulation.
- LENF 20**      *Criminal Investigation in Law Enforcement (3)*
- Introduction to the fundamentals of investigation; crime scene search and recording; collection and preservation of physical evidence; scientific aids; modus operandi; sources of information; interviewing; follow-up and case preparation.
- LENF 30**      *Criminal Law (3)*
- The historical and philosophical development of law as a method of social control and regulation; the nature, sources, and types of criminal law; the classification and analysis of crimes and criminal rates.
- LENF 31**      *Criminal Procedure and Evidence (3)*
- Prerequisite, LNF 30. Principles, duties, and mechanics of criminal procedure as applied to the areas of arrest and search and seizure. Study and evaluation of evidence and proof; kinds, degrees admissibility, competence, probate value; specifically deals with rules of evidence and procedure of particular import at the operational level in law enforcement.

## FOR ADVANCED UNDERGRADUATES

A prerequisite for the following courses is at least junior standing:

- LENF 120**      *Advanced Legal Problems (3)*  
Prerequisite, LENF 31. In depth examination of court decisions on admissibility of evidence and representation of indigents right to counsel. Criminal responsibility, medico-legal issues, law enforcement procedures for civil law and similar legal problems. Original research of State and Federal court decisions is required.
- LENF 130**      *Law Enforcement-Community Relations (3)*  
Prerequisite, LENF I. Examination of factors contributing to friction or cooperation between law enforcement personnel and the community, with emphasis on minority groups, political pressures and cultural problems. Community organization and social responsibility of law enforcement.
- LENF 140**      *Advanced Law Enforcement Administration (3)*  
Prerequisite, LENF I. A behavioral and creative approach to the study of law enforcement administration. Individual and group studies in the dynamics of law enforcement administration. Social and psychological aspects of organization and management. Policy formulation and decision making in management from a human relations and organizational point of view. Electronic data processing in law enforcement.
- LENF 150**      *Law Enforcement Personnel Supervision (3)*  
Prerequisite, LENF 140. Supervisory methods and problems within the law enforcement organization and the implication of principles of human relations to effective performance; problems of policy and procedure; field supervisory problems; instructional and disciplinary methods; motivation; leadership; planning; supervisory reporting; performance evaluation.
- LENF 160**      *Security Administration (3)*  
Prerequisite, LENF 20. The organization and management of industrial security-plant protection units; security, administration, legal, and technical problems; special problems of government contract security; survey of specialized programs in retail security, insurance and credit investigation, transportation security, private guard and alarm service, regulatory and licensing agencies.
- LENF 189**      *Directed Independent Research (1-3)*  
Prerequisite, Senior Standing. Supervised individual research and study involving survey, special readings, special local problems.



**END**