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FINAL PROJECT NARRATIVE REPORT  
(Operational Stage)  
Grant Number 318  
Development and Standardization of a Two-Year  
Police Science Curriculum in Iowa  
Bureau of Police Science  
The University of Iowa  
Iowa City, Iowa

The purpose of this project is to develop and standardize two-year police science college credit programs leading to an Associate of Arts degree in Iowa. At the start of this program in March, 1967, there were no such programs in Iowa. It was believed then that several years might be required to establish a sufficient number of programs to meet the needs of the state. Acceptance has been such that the goal has been reached by the end of the second year and a sufficient number of programs located from both a geographic and population basis to serve the needs of the state. However, demand is continuing to grow and there have been preliminary discussions on expanding the original program.

This program differs from others funded in that it is a cooperative arrangement between The University of Iowa and selected public two-year colleges. This approach was selected because of the lack of qualified instructors in the police science subjects available to junior colleges in Iowa communities.

In explanation, the students will enroll initially in their local colleges and will complete thirty-four hours of liberal arts, and twelve of law including criminal law, the law of evidence, arrest, search and seizure, and criminal procedure. There will also be two one-hour courses in first aid and defensive tactics. In addition, these students will attend a twelve-week summer session at the University and receive three semester hours of instruction each in criminology, criminal investigation, patrol methods, and traffic control. The degree will be given by the two-year college.

This plan of cooperation between the two-year schools and the University in offering curriculum where instructors are not readily available has attracted interest with the thought in mind of extending it to areas of study other than police science.

A brief discussion of the background is necessary to explain some of the administrative problems involved. In 1965, the State Legislature allowed for the establishment of area community colleges and area

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vocational schools as integrated units. All public junior colleges were placed in an appropriate area. Within two years, the entire state was formed into sixteen such areas except for three counties. These areas have locally elected Boards, but the State Department of Public Instruction must approve such things as new course offerings and instructor qualifications. As a result, this state department occupies a key position and is able to give considerable assistance in establishing new programs because of the wide experience of the staff.

As soon as this grant was received, a series of conferences was started with the State Department of Public Instruction to select areas and schools so as to provide the best state-wide coverage with an optimum number of programs. When the grant was announced, a number of area schools requested that they be included in the program. However, the entire state was reviewed and seven areas were selected as the best combination of geographic and population distribution. These give good coverage of the state except for the northeast corner. Population is low in that section of the state and there is no available area school.

From a population standpoint the cities selected rank as follows:

Des Moines	first
Cedar Rapids	second
Sioux City	third
Council Bluffs	seventh
Burlington	twelfth
Mason City	thirteenth
Fort Dodge	fourteenth

These locations include the three largest cities but go down as far as the fourteenth largest. Cities were not selected on the basis of population alone for a number of reasons including:

1. Two are in community college areas where a program would be established and within easy driving distance.
2. Two are in the same area and adjacent to areas where programs would be established. (If it appears after the entire program is operational that an additional location is needed, one of these two cities will be selected.)
3. One is not in a community college area.
4. One has a vocational program in police science established (the only one in the state).

5. One is too close to other programs and has a relatively small total area population to draw from.
6. All cities selected are the population centers for their area of the state.

#### Program Implementation

In April, 1967, the two-year schools except for Sioux City and Des Moines, presented the program to their local Boards and each was approved. The State Department of Public Instruction also approved the program and each school has been individually certified to offer this program.

In addition to other problems, we were faced with regulations requiring an instructor in a junior college to have a Master's degree in the subject matter to be taught and a teacher's certificate. However, the State Department of Public Instruction was very cooperative and allowed exceptions. As a result, all of the law enforcement instructors in the junior colleges have been temporarily certified on the basis that they each hold law degrees and are experienced in their field. One of them does have a teacher's certificate so is permanently certified. There is every reason to believe that exceptions will be made for areas where a well-experienced person with education beyond a Bachelor's applies. The Director of the Bureau of Police Science was certified and the Assistant Director conditionally certified. (He is completing college work that will lead to a Master's degree.)

Prior to the start of the school year in the fall of 1967, three of the junior colleges announced this program; Cedar Rapids, Clarinda, and Mason City. Total enrollment was 93, with 49 full-time students, 44 part-time students including 28 law enforcement officers. Because of interest, the Cedar Rapids school (on a quarter basis) found it necessary to offer the introductory course the second quarter so total enrollment was over 100 as of December, 1967. In addition, as mentioned previously, the junior college at Burlington started the course with the second semester, having an initial enrollment of 24. As a result, total enrollment in this first year is 123.

Enrollment as of February 1, 1968 is shown in Figure 1.

FIGURE 1

Enrollment in Law Enforcement Programs  
Iowa Junior Colleges  
February 1, 1968  
(First Year of Operation)

<u>Location</u>	<u>Enrollment</u>	<u>Full-time Students</u>	<u>Part-time Students</u>	<u>Law Enforcement Officers*</u>
Mason City	45	27	18	6
Cedar Rapids	41	13	28	25
Clarinda**	13	10	3	3
Burlington	<u>24</u>	<u>6</u>	<u>18</u>	<u>17</u>
	123	56	67	51

\*All law enforcement officers are part-time students.

\*\*Clarinda is a town of 6,000. However, it is in the same area as Council Bluffs, a city of 56,000 and the population center of that area of the state. The program was established in Council Bluffs in February, 1969 and the program in Clarinda is being continued.

Résumé of Instructors Backgrounds in Two-Year Colleges

All instructors in liberal arts courses have a minimum of a Master's degree in the subjects they teach and a teacher's certificate.

Of the instructors now teaching law, all are practicing attorneys. Two have just resigned as a Special Agent of the Federal Bureau of Investigation and one has a teacher's certificate, one is an assistant county attorney (this is the prosecutor's office in Iowa), one is a lower court judge, and one is a former assistant county attorney. All are members of reputable law firms and their abilities were discussed with law enforcement officers previous to employment.

Résumé of Instructors Background in the University

Four courses are taught at the University: Traffic Control, Patrol Methods, Investigational Procedure, and Criminology.

The instructor with the primary responsibility in Traffic Control is a graduate of the year-long course at Northwestern University; was a member of the staff there as an instructor for three years; a Lieutenant

and assistant director of the police academy of the Kansas City, Missouri, Police Department; has taught traffic courses at the University for twenty-two years; is qualified as an expert in court in accident reconstruction and intoxication; has written two texts for patrolmen (both in the sixth printing); was a polygraph examiner for eighteen years and president for two terms of the American Academy of Polygraph Examiners; been qualified as an expert in lie detection in court; has headed two forces that included investigators; and has taught a course in investigation at the University for twenty-two years. He has an M. A. degree and a teachers certificate.

The instructor with the primary responsibility for the Investigation course has six years' experience as a deputy sheriff including full-time assignment to major crime investigation; has taught investigation courses in an adult education program for two years and at the University for one year; has taken course work for college credit in investigation; holds a teachers certificate; is completing course work for a Masters degree; and has had three and a half years of teaching experience in social sciences in a public school system.

The instructor with the primary responsibility for the Criminology course holds a Ph. D. and has practiced as an attorney; is the author of a widely used text on criminology; has taught classes of police officers; has wide experience, in, and direct contact with correctional institutions; and has a firm background in research. He has over thirty years of teaching experience on all levels.

The term "primary responsibility" is used because the instructor in a class will from time to time call in another staff member or another person with unusual ability in a specific area to teach individual class periods dealing with their specialty.

### Curriculum

- A. The following courses in the Liberal Arts area are taught at the junior colleges. Course titles and description may show minor variations from school to school, but equivalent material will be taught at all schools.
1. Introduction to Sociology - 3 semester hours
  2. Introduction to Psychology - 3 semester hours
  3. English - 3 semester hours
  4. Speech - 3 semester hours
  5. Mathematics - 3 semester hours
  6. Science - 3 semester hours
  7. American Government - 3 semester hours for each of two semesters
  8. Electives - 10 semester hours

B. The following courses in Law Enforcement are taught at the junior colleges.

1. Criminal Law I and II - 3 semester hours each
2. Criminal Evidence - 3 semester hours
3. Administration of Justice - 3 semester hours
4. Defensive Tactics - 1 semester hour
5. First Aid - 1 semester hour

C. Courses to be taught at the University during a twelve-week summer session.

1. Criminal Investigation - 3 semester hours
2. Patrol Procedures - 3 semester hours
3. Traffic Control - 3 semester hours
4. Criminology - 3 semester hours

D. Curriculum Summary

Courses in Liberal Arts taught in the junior colleges	34 semester hours
Courses in Law Enforcement taught in the junior colleges	14 semester hours
Courses in Law Enforcement taught at the University (summer session)	12 semester hours
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	60 semester hours

#### Eligibility for Upper Division Work at the University

This two-year program is intended primarily as a complete educational unit that would qualify the participants well beyond present police entrance standards. Police administrators would be most happy to have a pool of men with two-year degrees to draw from in this state because up until now almost 100 per cent of the applicants have only high school graduation. As a result, only tentative plans for a four-year degree in police science have been formulated. There are two basic reasons for this. The first is because we feel that we should go a step at a time and introduce and stabilize the two-year program before we introduce a four-year program. The second reason is based upon the experience of four-year degree programs in placement of graduates. Data seems to show that only about 20 per cent of the graduates of such programs enter state or local police agencies with the remainder entering federal law enforcement agencies or industrial security organizations. It is our belief

that in a relatively short time employment in state and local police agencies of four-year degree holders will increase because of improved opportunities for advancement and more competitive salaries. At this time it is our opinion that there are enough schools offering four-year degrees to satisfy the demand. However, in the long-range view, there is little doubt that the University will develop a four-year program in law enforcement.

Since The University of Iowa does not offer a four-year program in law enforcement, students who receive the Associate of Arts degree in Law Enforcement with the minimum sixty hours will not be able to transfer all of their credits with full application toward any four-year degree offered. At the same time, the University will accept all credits earned in this program, even though they may not be directly applicable to a four-year degree. This policy has been specifically stated over a period of years in relation to a variety of programs and no question as to transfer of credits from public junior colleges to the University and vice versa has been raised.

This discussion does not mean that a student completing this law enforcement program over a two-year period plus the twelve-week summer session would not be able to apply a full sixty semester hours of credit to a four-year degree. In explanation, during four semesters at the junior college the student must complete thirty-four hours of a standard liberal arts program plus twelve hours of law and one hour each of defensive tactics and first aid for a total of forty-eight hours in four semesters, or twelve hours a semester. A full load for a student is fifteen or sixteen hours a semester, so a student who was considering a four-year program could, over four semesters, complete sixteen hours in addition to the subjects required for the law enforcement program and still carry only the regular schedule. If properly chosen, these sixteen hours plus the thirty-four of the standard liberal arts subjects would give him a total of fifty. In addition, the two hours of defensive tactics and first aid will satisfy the physical education requirement, so are transferable to any program. This would be for a total of fifty-two hours. Then the three-hour course in criminology taught as a part of the summer session at the University would be highly transferable for a total of fifty-five hours, leaving only five hours to complete a two-year status in any field requiring a liberal arts background. Of the twenty-one hours of credit such a student would have in law enforcement subjects, there is no doubt that at least five of these would be acceptable as electives for they would constitute less than 10 per cent of his total transferable hours. In the case of certain majors in social sciences, it is likely that even a greater number of hours would be applicable toward a four-year degree.

## Law Enforcement Summer Session at the University, 1968

The twelve-week summer session at the University started on June 17, 1968. Twenty-four students registered and only one dropped out. Three registered for one course, three for two courses and the remaining eighteen for all four courses. The students who registered for less than a full schedule were working full time as police officers and could not take the complete schedule. For example, the Chief and Assistant Chief from Iowa City registered for the first class in the morning and then went from there to work. As a result, the arrangement of classes will be changed each year so that a different class is in first position.

Fourteen of the students were from governmental law enforcement agencies, three from private police agencies, and one a correctional officer.

Scholarship money available under the grant was sufficient for the need as a number of the officers were qualified under the G.I. Bill and used this instead of grant funds.

One student was employed at the Men's Reformatory, 35 miles from Iowa City. It was originally hoped that a program could be developed to give students part-time employment at the Reformatory. However, because of a shortage of personnel the Reformatory is unable to use more than a limited number of part-time employees. This student was employed full time and this, coupled with 70 miles driving each day is too much of a work load. However, a maximum security hospital will be opened in Iowa City within the next few months and it is hoped that a program of part-time employment can be established there.

### Summer Session Problems

During the first year of operation several problems were encountered in the operation of the twelve-week summer session at the University. During this session, four courses are offered - (1) Patrol Procedure, (2) Criminal Investigation, (3) Traffic Control, (4) Criminology. The Bureau of Police Science teaches the first three and the Department of Sociology and Anthropology teaches criminology. Each course meets one hour a day, five days a week for eleven weeks or fifty-five classroom hours a course.

The following problems were encountered:

1. The summer session schedule is difficult for an officer employed full time. His forty-hour work week plus twenty hours of class plus study time keeps him under pressure for eleven weeks.

2. Law enforcement officers not employed within easy driving distance of Iowa City find it impossible to attend the summer classes. It is not practical for them to take a leave for the session. This is particularly true since most Iowa police departments have no more than one officer per thousand population and granting leave to an officer, especially during the vacation season, would be a difficult problem.

3. The faculty of the Department of Sociology is not friendly toward this program. This is a result, in part, of the general feeling in a liberal arts group that any program in an applied field does not belong. They overlook the fact that the Colleges within the University that have the highest prestige, Medicine, Law, and Pharmacy, for example are entirely applied in nature. The problem is compounded by internal dissent within the Department of Sociology and a lack of communication between the faculty members.

This situation is not unusual and applies to other programs within the University as well as to law enforcement and occurs in relation to similar programs in other universities throughout the country.

While the law enforcement program has the apparent support of the Chairman of the Department of Sociology and the faculty member heading the program in criminology, the position of the department as a whole seems to be based on dissent within the department and lack of communication.

However, the position of the University administration does not reflect the position of the Sociology's viewpoint for the Vice President for Academic Affairs who is now President-Designate told me that he wanted to see this program succeed. This point of view is shared by the Dean of the College of Liberal Arts who has been very helpful.

### Solutions

1. Three of the courses offered during the summer session will also be offered as home study courses - Patrol Procedures, Traffic Control, and Investigation Techniques. Investigation will be offered first starting in September, 1969, Patrol in February, 1970, and Traffic Control in September, 1970. These courses will be open only to law enforcement officers because it is believed that pre-entry students should have face-to-face contact with the instructor and they can usually attend the University summer session. In addition, the law enforcement officers already know a great deal about these subjects so are taught in a different way. These home study courses will not be operated in the usual manner. Classes will be organized in conjunction with the junior colleges involved and the men will meet in a classroom at regular times. One will

be appointed discussion leader with a change in leader from time to time, and the class will review and discuss the assignment. A staff member of the Bureau of Police Science will meet with each group several times during the course for discussion, to answer questions and show visual aids. There will be the usual examination procedure.

2. The problems encountered with the Department of Sociology have been solved in part by the University issuing special catalog numbers for the law enforcement courses so that these courses are now independent of Sociology. The course in Criminology continues on as a Sociology course. However, planning is now underway with the junior colleges to offer either a course in criminology or substitute courses in abnormal psychology or the psychology of adjustment at the local level. This solution was arrived at in part because the junior college at Burlington offered a course in abnormal psychology taught by the senior psychologist at the Iowa State Penitentiary. This was an outstanding course and combined much of criminology and abnormal psychology. Certain prison inmates were brought into class (the course was taught at the prison as it is only seventeen miles from the junior college) and interviewed by the instructor. Their cases were then discussed. With these three courses to choose from, the junior colleges can offer one of them locally with present personnel. The psychology of adjustment was included as a possibility as the texts reviewed showed course content to be quite similar to that of abnormal psychology.

As a result of this change in courses, it would be necessary to offer only Investigation, Patrol, and Traffic during the summer session and the session could then be reduced to eight weeks from the present twelve. As a matter of interest, the Law Enforcement course is the only one at the University on a twelve-week basis. This causes some administrative problems. However, with a reduced course load, there will be many advantages.

#### Expansion of the Program

Two additional junior colleges entered the program during the year - Ft. Dodge in the fall and Council Bluffs at the start of the second semester. Total enrollment for the fall was 167 with 80 being law enforcement officers. The law instructor at Ft. Dodge is an ex-FBI agent and the instructor at Council Bluffs is an assistant county attorney. Both are well qualified.

The junior college at Des Moines plans to start a law enforcement program in the fall of 1969. They have classroom facilities in progress that will include laboratory space, a dark room and an interrogation room and are trying to hire someone to head the program. They will offer additional law enforcement subjects and repeat many of the courses twice a day to allow officers on the various shifts to attend. Since they will have their own staff, they will not be part of the cooperative program as the

other schools are. This plan is possible because the Des Moines area includes a fair per cent of the population of the state. It should be noted here that this present program in cooperation with the University is intended only as a temporary measure and as soon as possible the various junior colleges will develop their own faculty so that the present arrangement using the summer session is no longer needed. Some ways of doing this will be discussed next.

#### Developments in Establishing Complete Programs at the Junior Colleges

Council Bluffs, Iowa is just across the Missouri river from Omaha. The branch of the University of Nebraska at Omaha has a four-year degree program in law enforcement. As a result, there has been discussion between the Bureau of Police Science, the junior college at Council Bluffs and the University of Nebraska of a plan to allow students in the Council Bluffs program to receive their specialized law enforcement training from the University of Nebraska. It is presently planned to hold the classes in Council Bluffs, but under the auspices of the University of Nebraska. This would result in a complete program for the junior college in their own facilities.

A similar possibility is being investigated in relation to the program at Burlington, Iowa. Western Illinois University at Macomb, Illinois is thirty-five miles from Burlington and plans to offer a four-year degree in law enforcement. It appears possible to have instructors in that program conduct courses at the Burlington Junior College in the law enforcement area.

The smallest of the schools at Clarinda is considering the possibility of developing a complete program using their own staff. One of their law instructors is an ex-FBI agent and also has a teacher's certificate in addition to being an attorney. They hope to work out an arrangement with him so that he would either be a full-time staff member or at least spend a major portion of his time with the law enforcement program.

#### Status of Planning on a Four-Year Degree in Law Enforcement

A proposal for a four-year degree program was submitted to the University administration. While the reception was sympathetic, two factors stand in the way of immediate introduction of such a program. First, the present session of the legislature will very probably not vote sufficient funds for any new programs and probably will allow only a minimal increase to meet rising enrollments and rising costs. Second, in Iowa there is not a wide demand as yet for such a degree. However, there is every reason to believe that the University is entirely sensitive to the problem and will approve such a program when a demand is apparent and funds are available.

### Recognition for College Credit in Law Enforcement Courses

There has been a growing trend to recognize college credit in law enforcement courses by an increase in salary. A meeting was held with police personnel and city administrators at Ft. Madison and as a result a program was established April 1, 1969 to increase police salaries by one dollar a month for each semester hour of credit leading to a degree in law enforcement. This same plan has been discussed with other cities and several are receptive. Since the ice has been broken at Ft. Madison, it is believed that it will be easier to establish this plan in other cities in Iowa. The major problem is one of money as almost all cities are at the top of their allowed tax level. However, there are indications that the present session of the legislature will allow the cities some tax relief.

### Coordination with Mandated Training Provisions

The 1967 session of the Iowa Legislature established a requirement that law enforcement officers receive certain basic training. Planning is now underway so as to allow the college work toward a degree to satisfy part of this training requirement. The college program does not contemplate offering certain sorts of training, such as firearms, but does now offer much of the required training, but not necessarily with the same titles used in the state requirements. The Director of the Bureau of Police Science was involved in establishing the required training and believes that a student completing work for a two-year degree would meet most of the qualifications. The possibility of establishing a one-week course to meet additional requirements is under study.

### Direction of the Program in Junior Colleges

A problem has just been recognized relative to the direction of the law enforcement program in junior colleges. The responsibility for direction has not been firmly fixed in some cases. This is largely because there is no full-time faculty teaching the law enforcement subjects. While students in the program take courses in liberal arts from full-time faculty, the courses related directly to law enforcement are taught by local attorneys on a part-time basis. These attorneys are only at the college to teach and have no administrative responsibilities.

This problem was not recognized originally because during the planning period and most of the first year of operation, the contacts of the Bureau of Police Science were with the Dean or Superintendent of the school. These men took a direct, personal, interest in establishing the program and were highly cooperative. However, once the program was underway, they turned their attention to new programs. As pointed out previously, the present organization of these schools is very new and they

have all been expanding rapidly with many new programs, construction of new facilities and extension of course offerings into other geographic areas.

In a few cases, staff members have been given a definite responsibility and this has worked out quite well. In the case of the smallest school in the program, the Dean has continued to assume the major responsibility. However, this is still not equal to having a full-time faculty member directly involved in the program.

It is believed that this is only a temporary difficulty and will end when it is possible for the junior colleges to employ full-time faculty for the law enforcement program.

There are several possible solutions. One is to continue to encourage the appointment of a person with specific responsibility for the program and work with him regularly. Second, two studies are underway that will involve junior colleges more deeply in law enforcement. Implementation of these plans would result in either full-time staff working exclusively with law enforcement or at least staff members with much greater involvement in law enforcement. Each of these programs under study is innovative to some degree.

These programs are based on a bill passed by the 1967 session of the Iowa Legislature. The bill requires that each law enforcement officer in the state employed after July 1, 1968 complete an approved recruit course and also allows establishment of qualifications for law enforcement officers. One of the qualifications now required is taking a written entrance examination. The studies underway are concerned with (1) Determining the feasibility of the area schools in Iowa (the junior colleges are a part of the area schools) taking a primary responsibility, for doing recruit training in cooperation with present recruit training programs. While this is not a new concept, it is new in Iowa and has been established in one case in connection with a vocational school, but not a junior college. These area schools are natural centers for this sort of training as they cover the entire state, have facilities for a variety of training and are always willing to assist any group interested in raising standards. (2) The requirement for a written entrance examination is also being studied. Examination on a state-wide basis is difficult to administer. While the Bureau of Police Science now gives the written section of both police entrance and promotional examinations for over twenty cities, extension of this service to the hundreds of very small law enforcement agencies by the Bureau under the present plan would not be feasible. Small police departments usually cannot establish a list of qualified men and their hiring is often sporadic. In any case, they are not in a position to do their own testing. As a result, a feasibility study

is being made to determine the possibility of a staff member of each of the area schools giving entrance examinations at regular intervals under the direction of the Bureau of Police Science. These area schools are uniformly distributed throughout the state and accessible to any candidate. The Bureau would furnish examination materials and supervise. In addition, the feasibility of the Bureau serving as a clearinghouse for applicants is being considered. For example, a small city with several qualified applicants may have only one vacancy while another small city may have no applicants and several vacancies. The Bureau could serve to bring the city and the applicant together.

These two studies have been outlined in some detail for they are all a part of the same program to improve quality of law enforcement officers. By increasing the involvement of the area schools and the associated junior colleges, more administrative effort would be available in the whole program including the present degree program.

#### Situations of Interest

There are several situations of general interest. At Mason City, the county board of supervisors has paid to have a man watch the radio in the sheriff's office while the sheriff and all of his deputies attend class. In Ft. Madison twenty out of twenty-one officers on the department are enrolled in a class. (The officer not enrolled will retire in less than a year.) A civilian attends the radio and auxiliary police are on patrol. If the civilian believes a police officer should respond, officers are called from class. In Iowa City over 30 out of 36 officers are taking one or more classes.

#### Expansion of the Program

At this time all of the programs originally considered are in operation with the exception of Sioux City. At the time discussion started it was believed that Sioux City would have a junior college in operation. Presently, a junior college there does not seem likely, so plans have been dropped temporarily.

One meeting has been held with persons involved in Clinton. It seems likely that a program will be developed there. There are now six programs in operation with a seventh to start next fall. An eighth program would not seem unreasonable for the Clinton area. This would give good geographic coverage except for the northwest corner of the state where Sioux City is located. There are no other large cities in this area and there are two programs adjacent, Ft. Dodge and Mason City. It is doubtful that there will be sufficient demand for a program in this area for some time. However, there has been an inquiry from one college in the area and this possibility will be kept alive.

Present Enrollment

Following is the enrollment for the spring of 1969 -

<u>City</u>	<u>Law Enforcement</u>	<u>Others</u>	<u>Total</u>
Burlington	40	0	40
Cedar Rapids	48	8	56
Clarinda	2	15	17
Council Bluffs	23	2	25
Ft. Dodge	4	13	17
Mason City	<u>12</u>	<u>18</u>	<u>30</u>
	129	56	185

Projected Summer Enrollment

Based on present data, it is believed that fifty students will be enrolled in the summer session at the University.