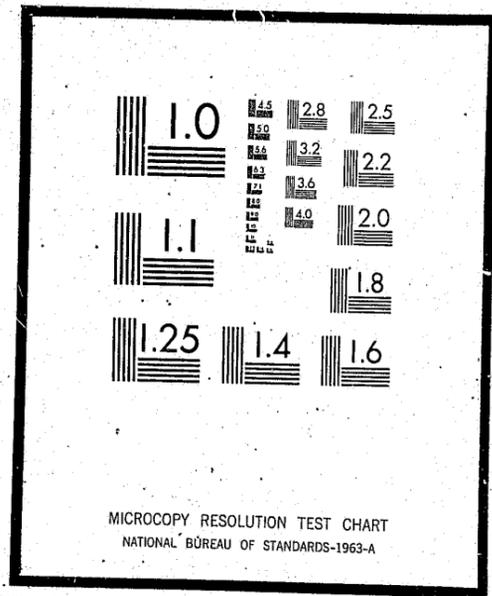


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**A
college curriculum
in criminal justice
employment
prospects for the graduates**



ROBERT C. JACOBS,
Associate Professor of Political Science

December, 1972

CENTRAL WASHINGTON STATE COLLEGE

A COLLEGE CURRICULUM IN CRIMINAL JUSTICE:
EMPLOYMENT PROSPECTS FOR THE GRADUATES

by

Robert C. Jacobs
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Central Washington State College
Ellensburg, Washington
December, 1972

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A COLLEGE CURRICULUM IN CRIMINAL JUSTICE:
EMPLOYMENT PROSPECTS FOR THE GRADUATES

INTRODUCTION

This is a study of manpower needs in five specialized professions within the criminal justice system in the State of Washington. Under the grant which authorized this work we were charged to address ourselves to "the question of whether sufficient employment opportunities will exist in the future" for the graduates of a liberal arts professional degree program whose subject will be the administration of criminal justice.¹ The Law and Justice Planning Office stipulated in addition that the needs of prosecuting and defense attorneys be considered in the research, and that the study be statewide in nature.

The five professions which were considered were those of police officer, corrections worker, parole and probation worker, court administrator, and legal assistant or "paralegal". For each profession the research had to focus on two questions: first, whether employment within the profession was to be available at all in the coming years in the State of Washington, and second, whether the kind of training program envisioned for the College would adequately prepare students for entrance into such jobs. With the exceptions and reservations expressed in the body of this report, we found that in fact such a training program is feasible from the point of view of employment, and that it is also seen as desirable by responsible professionals already in the field.

¹Central Washington State College, Application for Grant (802 B). August 20, 1972.

The specific purpose of the proposed degree program will be to provide students with opportunities to study crime, law enforcement, courts, and corrections in a systematic way within the context of American society and to help them prepare for professional careers in the criminal justice system. Development of the curriculum will involve cooperation between the College's faculty and professionals in the field to produce an interdisciplinary baccalaureate program which will help students acquire a broad understanding of American culture, knowledge of the various components of the criminal justice system, and field experience and professional preparation in one or more of the five specializations mentioned above.

The larger objectives of the program are broader than its specific purpose, for they represent an attempt to come to grips with one of the great problems in the administration of justice in the United States. Until quite recently the occupants of the various segments of the criminal justice system, although admirably equipped to practice their professions through specific professional training, have not been in a position to appreciate the needs or underlying theory of other parts of the law and justice establishment. For the most part they have also been unable to view their own specialties in the light of American society's overall needs. Professionals in the public service, in order to be effective should be able to see themselves and their activities in a particular place in the development of our culture. This vision has traditionally been the role of the liberal arts, and consequently the program which

has been suggested leads to the degree of Bachelor of Arts.

The professional courses mentioned will require the preparation of curricula for which the great repository of expertise lies with professional field personnel. The program which we hope to plan will rely heavily on their advice and information, and, in fact, was designed to operate under the policy guidance of a committee of outside consultants. The courses which would presumably evolve from the interaction of faculty and field personnel will not be designed to supplant or substitute for existing academy or on-the-job training, although it is hoped that field experiences for students, similar to internships, can be established.

The data which follow should be read in the context of the nation's growing needs in the field of law enforcement, needs which have been repeatedly stressed by special studies performed under the aegis of the President's Commission on Law Enforcement and Administration of Justice (1967), the United States Department of Labor (1970 and 1971), as well as by more recent reports by the Law Enforcement Assistance Administration and the National Institute of Law Enforcement and Criminal Justice.

POLICE

Few question the assumption that opportunities for employment in the police will increase in the State of Washington in the coming years.¹ The available statistical information will be reviewed later in this section, but first it is necessary to inquire whether academically trained candidates for police work will be accepted for initial employment and later for promotion by professional police agencies. The already-existing impetus for professionalization in police work speaks directly to this question. Rather than originating in the university, impetus has come mainly from professional law enforcement officers themselves. The International Association of Chiefs of Police itself has led the way:

. . . Generally, it is conceded that today's law enforcement officer has a need for higher education. It is also generally agreed that within the next few years law enforcement officers will find higher education imperative.

The above observation is the result of consideration of the changes that society has and is experiencing in such areas as the population explosion, the growing pressure for education beyond high school, the changing nature of metropolitan areas, and the effects of tensions and pressures ranging from automation to race. The law enforcement officer is required to meet all kinds of people and innumerable kinds of situations; he must therefore: (1) be equipped to make good value judgments (2) be able to maintain his perspective (3) be able to understand the underlying causes of human behavior (4) be able to communicate clearly and precisely (5) possess

¹ State of Washington, Planning And Community Affairs Agency, Comprehensive Plan For Law Enforcement and the Administration of Justice, January 1 - December 31, 1972 (Olympia: Office of the Governor, 1971), p.19 ff.

leadership qualities (6) be knowledgeable of skills. In view of changing conditions which require flexibility, basic theory, and broad understandings, it is concluded that a wide spectrum of higher education must be available.²

The conclusions of this 1965 IACP Advisory Committee Report have been pressed with increasing vigor in recent years:

. . . the campus must be looked to for the police officers of the future. It is nonsense to state or to assume that the enforcement of the law is so simple a task that it can be done best by those unencumbered by an inquiring mind nurtured by a study of the liberal arts. The man who goes into our streets in hopes of regulating, directing or controlling human behavior must be armed with more than a gun and the ability to perform mechanical movements in response to a situation. Such men as these engage in the difficult, complex and important business of human behavior. Their intellectual armament -- so long restricted to the minimum -- must be no less than their physical prowess and protection.³

Given the already existing drive of the police themselves towards professionalization, it is appropriate to look next toward the actual performance of academically trained personnel in police agencies and see whether their training has had any effect on their performance of their jobs, on their acceptance by their departments, and on the relative fruitfulness of their careers. Despite the paucity of hard data, it is possible to conclude that, on the whole, college educated policemen have acquitted themselves well. Achievement of meaningful research on the point is made difficult by the fact that relatively

² Statement of the IACP Advisory Committee, 1965, Quoted in Saunders, Charles B., Upgrading the American Police: Education and Training for Better Law Enforcement (Washington, D.C.: Brookings Institute, 1970).

³ Quinn Tamm, "Editorial," Police Chief, May, 1965, 32:6.

few college graduates serve in police ranks. In Washington, for example, only 194 of the State's more than 5,000 police officers hold a degree. Few departments have had experience with college graduates. In California, New York and other places in which significant numbers of college men have been recruited however, department heads are impressed with their performance and outspoken in their advocacy of more such recruits:

. . .When all other factors are equal the university-trained man is better qualified for police service than one who has graduated only from high school. He has had broader experience with people and new situations; his adaptability has been tested; he has had the opportunity to meet students of many different nationalities, cultural backgrounds, and racial characteristics. . .His studies will have given him a new perspective on the problems and aspirations common to all men, and he will have learned to some degree to withhold judgment and to restrain his actions and impulses in favor of calm consideration and analysis.⁴

Those who have progressed through a college program have demonstrated a competitive ability far superior to those who come to us with a general education development certificate.⁵

Candidates with a minimum of two years of college are easier to train on the complexities of changes in the rules of evidence, search and seizure, arrest and court techniques. They are more susceptible to training on specialty items, such as internal and external intelligence, public relations, budgeting and auxiliary services, they are more adept at adjusting to situations that require clear thinking and precise action.⁶

⁴James Wilson, Police Administration, p. 139.

⁵Bernard L. Garmire, "Personnel Leadership Development" Police Yearbook, 1964, p.333.

⁶William H. Berlin, Jr., Chief of the Hermosa Beach, California Police Department, quoted in Charles B. Saunders, Upgrading the American Police: Education and Training for Better Law Enforcement, (Washington, D.C.: Brookings Institute, 1970).

Some of the departments which have actively sought college-educated officers report that they score markedly higher on efficiency ratings by their superiors. In Flint, Michigan, a random sample of 19 officers with at least 60 hours of college credit averaged 85.22 on performance ratings over a six-month period, compared with a 76.35 average for a similar number of officers without college education.⁷ A university research team analyzing the performance patterns of 500 Chicago patrolmen found that the highest-rated group of long-tenured officers has significantly higher educational achievement than other groups and had demonstrated a continuing interest in technical or professional development after completion of their academic studies.⁸

Reinforcing the above findings is the continuing insistence by Federal level law enforcement agencies, including the Bureau on Investigation and the Treasury Department, that their enforcement personnel enter with at least a Bachelor's degree -- and until recently in some cases, substantial additional training in accountancy or law. College training for other federal investigative or police jobs becomes part of the training or experience requirement at the GS-5 level and is indispensable above that level.⁹

⁷Ibid., p.88.

⁸Melany E. Baehr, John E. Furcon, and Ernest C. Froemel, "Psychological Assessment of Patrolman Qualifications in Relation to Field Performance," Preliminary Report of Office of Law Enforcement Assistance, Department of Justice (processed, 1968).

⁹U.S. Civil Service Commission, Law Enforcement and Related Jobs with Federal Agencies, (Washington, D.C.: Government Printing Office, 1972).

The general rise in national educational standards suggests that the police must keep pace:

The most compelling argument for higher educational standards for police is the steadily rising educational level of the general population. In 1946, only 22 percent of all persons between 18 and 21 were enrolled in institutions of higher education; in 1967 the figure was 46.6 percent. The trend is continuing: 58.7 percent of all males who graduated from high school in the spring of 1966 enrolled in college that fall. National man-power policies are accelerating the trend, encouraging college attendance through federal support of loans, fellowships, and work-study programs, as well as draft deferments and other special incentives in fields designated as critically important to the national interest (health, science, teaching, urban planning). More rapid acceleration is likely in the years ahead. A growing list of educational and governmental leaders have expressed support for extending public education beyond high school. The National Commission on Technology, Automation, and Economic Progress in 1966 recommended establishment of a nationwide system of "free public education through 2 years beyond high school" that would be available to all Americans, with vocational and occupational training functions shifted from high school to the post-secondary level. Similar proposals have been made by other public and private study commissions. The Carnegie Commission on Higher Education had called for removal of financial barriers for all youth who enroll in academic or occupational programs as "one of the most urgent national priorities for higher education."

These trends have already raised the educational attainment of large portions of the population significantly beyond that of the police. The median years of school completed by employed males in the civilian labor force is 16.3 for professional and technical workers, 12.7 for managers, officials, and proprietors, 12.8 for sales workers, and 12.5 for clerical workers, as compared with 12.4 for police. The Bureau of the Census estimates that in 1970 the median years of school completed by persons over 25 years of age, 12.1.

As educational attainment rises, so do entry standards in other occupations, intensifying competition for the talented manpower which is so desperately needed in law enforcement. The 1967 Manpower Report of the President noted that employment requirements are rising most rapidly in the professional, service, clerical, managerial, skilled, and sales categories and that occupations in these categories have the highest percentages of workers who learned their jobs through formal training. These occupations

also have higher levels of educational attainment than other occupational groups: "Indeed, in each of the rapidly growing white-collar fields, the average worker, in 1966, had received some education beyond high school" The growing tendency of employers to require higher levels of education in response to the increasing availability of educated workers is reflected in the course offerings which are now common in two-year institutions. For example, the 1968-9 directory of Chicago City College lists two-year career programs in hotel management, insurance, merchandising, real estate, office occupations, air conditioning, motor transportation, paint technology, recreation (for aides), teaching (for aides), and ornamental horticulture, among others.

For the police service, therefore, a time of decision is at hand. It cannot attract more qualified personnel unless an effort is mounted, on a state, regional, and national basis, to approach the educational standard recommended by the President's Commission on Law Enforcement. And the commission warned that "it never will be implemented if a strong movement toward it does not begin at once." In fact, an ambitious effort to raise educational standards will be necessary just to maintain the status quo, with all its attendant problems of personnel quality and quantity. Failure to overtake or at least keep pace with rising standards in other occupations will mean that recruits will have to be drawn increasingly from the minority of the population least educated, least talented, and least qualified to assume the responsibilities of modern law enforcement. Such a trend is already observable. . . ¹⁰

These factors operative at the national level, as well as others, suggest that while police agencies in the State of Washington do not presently have many college-educated officers in their ranks or require the attainment of college credits for recruitment or promotion (except in one or two cases), they will find it increasingly useful and perhaps necessary to hire persons so trained.

A number of responsible police department heads and persons in police-related professional organizations have informed the author that the type of training suggested in Central Washington State College's

¹⁰Saunders, op. cit., 89 ff.

curricular proposal would in their view fit potential applicants for service in their agencies or in police work generally. Two reservations have commonly been expressed. First, those interviewed seem to feel that educational attainment ought not be a sine qua non for potential officers -- that is, that while such training is desirable, it ought not be required. In the view of these respondents, the college-trained applicant ought to compete with others. An ancillary reservation frequently expressed is that potential police officers must be able to meet certain physical, mental, and perhaps moral criteria before appointment, whether they are college-trained or not. The thrust of this reservation is of course that the colleges ought not set up curricula for persons who wish to be police officers who cannot meet the ordinary standards for the job.

The second reservation expressed by those surveyed was that academy-style police training, administered by the police agency itself -- or at least under procedures and regulations which it had approved -- would still be necessary for each appointee, whether college-educated or not. This position was held by nearly every person interviewed, including most notably every law enforcement officer with appointing authority to whom the author spoke.

Neither objection affects the viability of Central Washington State College's curricular proposal. The training to be offered by the College is designed to supplement rather than supplant academy training.

It will involve an arts and science approach to the social and legal context within which police function rather than training in specific methods of police work. Moreover, though in-service and internship kinds of education are to be arranged, presumably those accepted for field work by police and other agencies will have to meet whatever physical and other requirements are established by the agency or department for which they will work.

It seems safe to conclude then that the graduates of the kind of program Central hopes to set up will be at least acceptable for employment in police work in the State. This conclusion rests on the fact of ready acceptance of such personnel in other jurisdictions and on the opinion of professional law-enforcement personnel in the State of Washington. It remains to inquire whether any jobs will be available in law-enforcement.

The best and most carefully prepared estimate of employment needs for police agencies in the state is the so-called Battelle Report,¹¹ whose relevant sections are reproduced in Appendix I. Briefly, this report conservatively estimates the State's needs at more than five hundred new officers annually from now until 1985.

The operational assumptions on which this report is based are:

1. Preservation of the existing police-population ratio.
2. The most conservative available population estimate.

¹¹Battelle Memorial Institute, A Study of State-Wide Training Facilities for Washington Law Enforcement Officers, Rev. July 31, 1970. (Richland, Washington: Battelle Memorial Institute, 1970).

3. Existing turnover ratios are extrapolated without considering the effect of the new retirement system for law enforcement officers.

These assumptions seem adequately conservative. There is already evidence that turnover due to increased early retirements has increased. Moreover, the report's assumption that the police-population ratio will remain the same may also turn out to be conservative in view of the increasing amount of attention, and ultimately money (federal as well as state), which is being directed towards the criminal justice system. In the author's view, the police-population ratio is much more likely to rise than to fall -- but even if it remains the same, it appears that there will be a substantial number of new jobs for police officers in Washington State for at least the next decade and a half.

A more detailed view of the prospect may be obtained by reference to the relevant portions of the Battelle Report itself, which may be found in the Appendix to this study. In addition to that information, it might be worth noting that the employment of law enforcement officers in the State of Washington has already increased in the last five years more than 10%.¹² Much of this growth took place before federal funds began to flow in quantity into the State's criminal justice system. Although subjective data ought not be offered ordinarily, it seems clear that public interest

¹²State of Washington, Office of the Attorney General, Washington State 1970 Law Enforcement Survey, (Olympia, 1965 through 1970).

and concern over the criminal justice system is higher now than in many years, and that that concern seems to be manifesting itself by the provision of greater amounts of money than ever before. It is clear that there will be a lively job market for would-be law enforcement officers for the foreseeable future.

CORRECTIONS

As promotional ladders and job criteria are set at present in the field of corrections, there seems to be little likelihood that college-trained personnel will filter into employment at the State's institutions in any substantial numbers. Relatively low salary scales, tedious duties, and the lack of a substantial possibility of advancement all work against the chance of professionalization of the career correctional services, even though employee turnover seems to be fairly high, with many new hires taking place every year. The major difficulty in the corrections field is probably conceptual; although most upper level corrections personnel have been moving away from strictly custodial philosophies of corrections work,¹ it remains true, unfortunately, that most state institutions are physically designed and staffed under criteria and for procedures which are essentially custodial. Thus the whole weight of tradition and the existing forms of bureaucratic organization operate to frustrate reforms which most of the people already in the field, as well as outside commentators, believe immediately necessary. Although there is no necessity to describe the entire syndrome, a look at some of the pieces of the problem will probably be illuminating:

¹Vernon Fox, Introduction to Corrections, (Englewood Cliffs, N.J.: Prentice Hall Inc., 1972).

1. Salary scales: the beginning correctional worker (i.e., a "guard") receives for his services the sum of \$597.00 per month. Comparable entrance-level salary scales for persons in other sectors of the criminal justice system can run up to as high as fifteen or sixteen thousand dollars for court administration work (with only undergraduate training), and in some areas of the country, nearly twelve thousand dollars for police officers (without academic training beyond high school). Thus, the remuneration for the corrections worker is badly below that which permits recruitment from among a broader spectrum of persons.

2. Duties: the kind of work the correctional officer is charged with performing does not encourage people of imagination and education to take such positions. According to the Washington State Department of Personnel, the typical responsibility of the correctional officer includes:²

Assist in directing general movement of inmates to work assignments, meals, recreation, and return to cells; maintains order and discipline in shops, on work details and in recreational activities; reports infractions of rules;

Patrols and inspects grounds, walls, corridors, shops, and cell blocks; mans watch towers; supervises close confinement facilities and quarters for recalcitrant inmates; inspects vehicles entering grounds; takes periodic counts of inmates; supervises and observes persons visiting inmates;

Inspects inmate quarters for cleanliness and order; searches quarters and persons for contraband; escorts inmates on outside trips;

² State of Washington, Department of Personnel, Specification for Class of Correctional Officer, (Olympia, Washington, undated).

Observes inmates for unusual or significant behavior; prepares reports to supervisor;

Participates in directed treatment plan for inmates;

Performs other work as required.

The presently-stated minimum educational qualification for the position is graduation from high school, but relevant work-experience may be substituted for graduation on a year for year equivalence basis. Thus the position of correctional officer is not only one for which educational attainment per se is not highly valued, it is also one in which what educational standards as do exist may readily be bypassed. This is not to say that such a practice is unreasonable; it does however suggest that this is not a position for the college graduate. It is worth noting again in this connection that the turnover among correctional officers is quite high. At least one official of the adult corrections administrative staff has suggested that although numbers of well-intentioned persons seek and obtain such jobs, they do not stay because they find that they are unable to accomplish much that they can feel is of real assistance to society or to the inmates of the institutions.

3. Poor promotional prospects: even more than tedium and low (by professional standards) salary scales, the relative inability of the correctional officer to be promoted militates against professionalism, which ordinarily presupposes rise in rank or status for those who are competent. In this area of employment, the promotional ladder runs from correctional officer to correctional

sergeant to correctional lieutenant and ultimately, correctional captain. The number of persons employed at the higher ranks is extremely small relative to the number employed at the entrance level. The general rule is indicated by the employment pattern at one of the State's correctional institutions -- for 115 correctional officers there are but 24 sergeants, 10 lieutenants, and one captain. The rate of turnover is naturally very much lower for the promotional positions. That there is a high turnover rate among correctional officers is indicated by the figures below which deal with the four adult institutions:

	Total Line Correctional Officers	Annual Turnover Rate
Washington State Reformatory, Monroe	150	10%
Washington Corrections Center, Shelton	115	10%
Washington State Penitentiary, Walla, Walla	196	48%
Women's Treatment Center, Purdy	15	100%

These turnover rates speak for themselves, although we are given to understand that the very highest rates are atypical, caused by various special circumstances.

As the summary of duties suggests, the overriding concern of persons employed in corrections is maintaining the custodial situation, essentially to the exclusion of other endeavours. From the point of view of economics as well as from the point of view of duties, these positions, as they are presently constituted, do not seem to offer a very promising field for graduates of the sort of training program envisioned for Central Washington State

College. The time may be coming, however, when the maintenance of custody -- to which 85% of the funds now allocated to adult and juvenile corrections now goes -- may become a smaller part of the total enterprise. That this may be the case has been suggested by a number of professional corrections personnel, who are presently laying plans for the utilization of the 25 new state institutions whose funding has been approved by the electorate. If this were to be the case, then much employment in the new institutions would be in the Classification Counselor series rather than the correctional series. These job descriptions express quite a different correctional philosophy as well as obviously different duties and interests:

Definition: Under the supervision of the Classification and Parole Supervisor, performs pre-parole counseling, inmate program planning and other counseling services in an adult correctional institution.

Positions in this class series are allocated on the basis of complexity and specialization of the caseload and the attendant requirement of from routine to indepth counseling services and skills. Classification Counselor I is the entrance level, and positions in this class normally perform the less difficult counseling under closer supervision. The II class may be described as the working level and performs varied, semi-intensive counseling under limited supervision. The III class is the specialist or intensive services worker handling the more difficult cases in such areas as drug addiction, assault, sex offenses and psychopathic behavior. Supervision may be a function of some III level positions.

Typical Work

Counsels with and advises inmates to assist them in improving their personal outlook, adjustment to basic living problems and social behavior;

Attends and participates in or conducts group therapy sessions; screens mail and visiting applications; prepares admission summaries;

Serves legal papers on inmates regarding court actions, divorce, separations, consents for adoption and other legal actions;

Performs intensive counseling in either diagnosis or treatment; serves as member of adjustment committee on selected cases and recommends actions to be taken;

Compiles and prepares reports on the inmate's progress, reactions and overall adjustment; recommends treatment, training and release of individuals;

Performs other work as required.

Knowledge and Abilities

Knowledge of: fundamentals, basic concepts and principles of the social sciences with particular reference to individual and group behavior, motivation and social disorganization; interviewing techniques.

Ability to: gain the confidence and cooperation of socially maladjusted persons; establish a working relationship with the offender and staff; appraise behavior accurately, and adopt a workable course of action; speak and write effectively.

Minimum Qualifications

Classification Counselor I

A Bachelor's degree, preferably involving major study in one of the social sciences.

OR

Satisfactory completion of two years college, preferably with emphasis in one of the social sciences, and two years experience in adult corrections or juvenile corrections and rehabilitation.

Classification Counselor II

1. A Bachelor's degree, preferably involving major study

in one of the social sciences.

OR

Satisfactory completion of two years of college, preferably with emphasis in one of the social sciences, and two years of experience in adult corrections or juvenile corrections and rehabilitation.

AND

2. One year of professional counseling or casework experience.

Graduate training in one of the social sciences or social work may be substituted, year for year, for experience.

OR

One year as Classification Counselor I.

Classification Counselor III

1. A Bachelor's degree, preferably involving major study in one of the social sciences.

AND

2. Two years of professional counseling or casework experience.

Graduate training in one of the social sciences or social work may be substituted, year for year, for experience.³

The salary ranges for classification counselors is as follows:

- Classification Counselor I - Range 20 (\$7524 - 9144)
- Classification Counselor II - Range 22 (\$8304 - 10080)
- Classification Counselor III - Range 24 (\$9144 - 11664)

³ State of Washington, Department of Personnel, Specification for Classes of Classification Counselor I, II, III. (Olympia, 1970).

The duties listed, as well as the educational attainments required for employment in this part of the corrections system suggests that these jobs are likely to be much more suitable for academically trained personnel. Unfortunately it is not now possible to state with any certainty how many such jobs will become available in the next decade. That there will be some seems assured.

A difficulty which may come to present itself is that the turnover rate may come to resemble that among currently employed classification counselors at Purdy which has been extraordinarily high -- 100% within two years. This suggests a number of questions about the nature of the position and the correctional system generally which ought to be explored at length.

The number of clients served by the corrections system has been fairly stable. For some time the adult population of the State's institutions has been about 2600. During the same period of time, the average amount of time served in the institution has fallen from 24 months to 19 months. This suggests growing workloads at the probation and parole end of the criminal justice system. What impact the construction of new state institutions may have on this pattern is impossible to determine.

In summary, it may be that the correction field will offer the prospect of rewarding employment to professionally trained college graduates. Before this could take place on a large scale

the chances are that major organizational and conceptual changes in the correctional system itself would have to take place. The establishment of a large number of new state institutions may provide the impetus for such changes.

PAROLE AND PROBATION

The parole and probation officer has a wide range of investigative, advisory, and administrative responsibilities. The courts and the Board of Prison Terms and Parole depend on the officer to prepare and maintain case records, to conduct pre-sentencing or pre-review investigations, to present reports and testify, and to provide insightful evaluations of particular cases. In addition to dependence on the efficiency and accuracy of his fact-gathering and the sobriety of his judgment, both agencies look to the parole and probation officer to insure that the terms of probation or parole which have been imposed are fulfilled. The offender relies on the parole and probation officer for an understanding of the alternatives the system offers, for help in finding employment, for providing contact with rehabilitation programs and training centers, and for general counseling services for him and his family.

Probation and parole work, therefore, demands of the officer not only exceptional counseling skills, but an overall knowledge of the criminal justice system. He should understand the concerns of the judges and board members who draw on his information and expertise. The officer must appreciate the position of the offender throughout the process. He must enjoy a good working relationship with law enforcement agencies, and must maintain contact with

various rehabilitation and employment programs.

The minimum qualification for all levels of employment, from Parole and Probation Officer Trainee to Class V Officer, is "a bachelor's degree involving major study in sociology, social work, psychology, criminology, or a closely allied field."¹ This is the requisite training for the first level position of Parole and Probation Officer Trainee. Other levels of employment require additional amounts of experience in the field, and/or further academic training. Graduate study in relevant fields may be substituted for work experience. Most of the actual casework is performed by the trainee, and class I and II officers. Class III officers and to a greater extent, class IV and V officers, have supervisory responsibilities involving coordination and planning for the probation and parole services.

The educational specifications for the employment described above can be met by baccalaureate graduates of a program in criminal justice. It is difficult to say whether such graduates would be at a relative disadvantage vis-a-vis graduates who have majored in the more traditional disciplines -- psychology, sociology, and the like. This question may be tentatively approached by considering the nature of the parole and probation workers duties, and what knowledge of the other segments of the criminal justice system he is likely to need in order to perform his job

¹ State of Washington, Department of Personnel, Specifications for Class of Parole and Probation Officer Trainee, Officer I, Officer II, Officer III, Officer IV, and Officer V, (Olympia, undated).

more successfully. One study of the problem of "separtism" in the criminal justice field suggest that "police, prosecutors, judges, defense attorneys, correctional officers and volunteer often have difficulty in understanding why their contemporaries within the system function as they do. . .the lack of ongoing communication between the functional elements of the Criminal Justice System compounds misunderstanding. This misunderstanding leads to a further breakdown of the system. . ." ² The report goes on to state that "a critical need exists for a coordinated approach in providing in-service and specialized training to all levels of personnel within the Criminal Justice System." If the ultimate aim of the system is the reformation of the offender, it seems likely that those who better understand the overall functioning of the system will prove to perform well as parole and probation officers, assuming that they meet the other more human criteria for the job. The State Department of Personnel indicates that in addition to a basic knowledge of the system, the candidate for the position of parole and probation officer must have the "ability to gain the confidence and cooperation of socially mal-adjusted persons; to appraise persons and situations accurately

² State of Washington, Planning and Community Affairs Agency, Comprehensive Plan for Law Enforcement and the Administration of Justice, January 1 - December 1, 1972, (Olympia, December, 1971) p. 17 - 18.

and adopt effective courses of action; to write and speak effectively; (and) to establish effective working relationships with others."³

These are abilities which stem from emotional and intellectual maturity, rather than from on the job training. And, though there is no course of study designed to "teach" these qualities, the present requirement that candidates for positions in the field have a baccalaureate degree indicates the recognition of the contributions that university training can make towards that desired sensitivity and breadth of knowledge.

One contemporary student of corrections (viewed in the larger sense) speaks to these concerns:⁴

. . . In fact, probation is probably the most successful phase of the correctional process.

The greatest needs in probation are for more personnel, better education and training, and political action. Most good probation departments require at least a baccalaureate degree or a master's degree for entry into the service. Junior and community colleges can provide semi-professional workers to do many of the jobs now left to the probation officer. Reformed offenders, indigenous aides, volunteers, and student workers can take many administrative duties from the probation officer, leaving him free to counsel his caseload.

Professional and in-service training in probation is one of the most urgent needs of the field. The best approach to this in-service training is to work out an agreement with nearby colleges and universities for assistance and guidance. Some college courses would be appropriate.

³ State of Washington, Department of Personnel, Specifications for Parole and Probation Officer Trainee, Officer I, Officer II, Officer III, Officer IV, Officer V (Olympia, undated).

⁴ Vernon Fox, Introduction to Corrections, (Englewood Cliffs, N.J.: Prentice Hall, Inc., 1972), p. 119.

The National Council on Crime and Delinquency Research Center has viewed recent changes in the field of corrections supported by research and political actions. Knowledge of the legislative process, lobbying procedures, the development of bills for action, and the whole political process is important for the probation officer and his administrator.

In the State of Washington, the parole and probation job ladder runs from salary range 20 for the trainee to salary range 30 for the Parole and Probation Officer V. The dollar range for the crucial entrance levels are thus \$7524 - \$9144 for the trainee, and \$8712 - \$11124 for the Parole and Probation Officer I. These salaries compare favorably to other professional employment for which the college graduate might be eligible, and the highest salaries (up to \$15648 for a Parole and Probation Officer V after some years of service in grade) and promotional ladder demonstrate to the prospective applicant that there can be a reasonable future in the profession.

In the adult probation and parole services in the State of Washington, 243 probation and parole workers are employed. The field staff turnover, that is turnover among trainees, officers I and II, and to some extent officers III, is about 5% per annum.⁵ Though this turnover of eleven or twelve positions each year appears small, increasing caseloads will necessitate not only the filling of vacant positions, but the creation of new ones. In probation services in particular this is evident. Between

⁵ Figures provided by the Department of Personnel and the Office of Manpower Development and Training of the Department of Social and Health Services, during the months of October and November, 1972.

1967 and 1971 the number of offenders on probation doubled -- from 1,423 to 2,833 -- and the field staff increased substantially to meet the requirements imposed by the additional work.⁶

While the caseload trends have not shown a comparable increase in juvenile rehabilitation, turnover among their professional staff has been dramatic. In the past year alone, the turnover rate was 20% for a staff of close to 1,100, resulting in approximately 240 vacant positions.⁷ Though no new positions were established during the past year, this high annual turnover rate provides substantial employment opportunity for those entering the field.

Caseload increases and turnover rates are not the only indices of the growing demand for increased probation and parole services. There is general recognition among workers in the field as well as in segments of the public that from the standpoint of rehabilitation, efficiency and economy the supervision of offenders provided by parole and probation personnel is more desirable than that provided by correctional institutions. It costs the state, ten to thirteen times more to maintain a person in an institution than it does to supervise him in the community.⁸ In terms of the

⁶ State of Washington, Human Resources Agencies, 1971 Annual Report, (Olympia: December, 1971), S - 28.

⁷ Figures provided by the Office of Personnel and Training and the Office of Manpower Development and Training of the Department of Social and Health Services during October and November 1972

⁸ Vernon Fox, Introduction to Corrections, (Englewood Cliffs, N.J.: Prentice Hall, Inc., 1972), p. 104.

human costs to the individual and society, the rewards of rehabilitation activities in the community contrast sharply with the results of the "social surgery" of incarceration.

In the probation and parole area, as for the others under study, it appears clear that there will be substantial employment opportunities in the coming years, for which the putative graduates of Central's program will be eligible. In this area however, they may find the competition for jobs rather fiercer than they will in the police, court administrator, or classification counselor (in corrections) categories, because the parole and probation agencies of the state have already established a tradition of hiring college graduates and because there are already existing major fields of study which have come to be accepted for parole and probation work.

COURT ADMINISTRATION

In a speech delivered in November of 1970, Chief Justice Warren Burger said:

In 1969 we took a very important first step toward bringing modern business management methods into the courts. This was the creation of the Institute of Court Management. . . . That Institute will turn out the first formally trained court executives next month. Important as it is, it is only a first step. The problems of court management must remain a high priority on the agenda to make sure that qualified managerial executives are made available and are properly used by the courts for non-judicial functions and that they be given the means to bring the administration of justice into the twentieth century.¹

In numerous articles and speeches, Chief Justice Burger has stressed the importance of trained court administrators in the future of the American judicial system. The reason for such emphasis is clear. Caseloads and caseload backlogs continue to increase. The resulting delays in the rendering of justice are disadvantageous to both the individual and our society as a whole, for the smooth and efficient functioning of the judiciary is essential to the maintenance of liberty and order. Such delays in dispensing justice offend one of the fundamental principles of our judicial process, namely that justice be rendered promptly.

As the Chief Justice implies, the present judicial administrative machinery had its origins in a time when there was considerably less pressure on the courts. Judges were able to assume administrative responsibilities in addition to their primary adjudi-

¹"Testimonial Speech Honoring Pennsylvania Supreme Court Justice John C. Bell," Pennsylvania Bar Association Quarterly, March, 1971, 42: 262ff.

cative function. Today, the inefficiency of this procedure is apparent. The scale of court operations and the demands put on the courts both permit and require a division of labor between judicial and non-judicial endeavours.

According to Dwayne Ogelsby of Colorado State University and Geoffrey Gallas of the University of Denver Law Center, both of whom have been instrumental in the development of two of the few training programs now in existence for court administrators, it is the job of the court administrator to "evaluate and maintain the organization, practices, and procedures of their employer courts; keep records and compile data; plan, obtain, and monitor the allocation of resources; manage the courts personnel system; design, implement, and operate management systems."²

In practice this means that the court administrator must deal competently with the whole range of human and technical problems which come before the courts: matters which range from divorce and marriage to the most serious crimes as well as business affairs of the most complex kind. The universal nature of the job suggests the value of university training for it.

The court administrator not only releases the judge from the additional burdens of managerial work, but brings to the court

²Dwayne L. Ogelsby and Geoffrey S. Gallas, "Court Administration -- A New Profession: A Role for Universities," American Business Law Journal, Spring, 1972, 10:1.

system an expertise which judges by the nature of their training tend to lack. David Saari, Director of the Institute of Court Management Systems in Washington, D.C., in his article "Court Management and Administration of Justice" speaks directly to this point:

Many cases ask no more of a judge than a single decision, but in a large number of cases the judge must administer the remedy as well as determine the right.

Probation, marital support, mental health, and juvenile cases provide four distinct examples of administrative or managerial functions arising from judicial decisions. Managing the people who aid the judge in administering the remedy (e.g., support payments to an ex-wife and children) has created a new set of burdens on the judge, particularly the trial judge.

While a judge must look back in exercising much of his adjudicative role, he must -- when he manages -- look ahead, plan, and forecast needs of his court and the citizens it serves. The task placed upon the judge to manage courtroom personnel, courthouse personnel (probation workers, clerks of court, bankruptcy officers, and so on) requires tools appropriate to the task. These management tools are not acquired in law school or from private practice of law.

How to organize or reorganize departments of the court, projecting program costs, establishing manpower training and development programs, deciding upon computer processing of information, preparing space utilization and building programs appropriate to a public agency, strengthening ties to budget and financial agencies outside the court, building sound relationships with a legislature and with executive departments -- all of this departs rather substantially from the activities associated with the judicial and adjudicative role carried out on the bench and in judge's chambers.

³ In Trial, February - March, 1970, 6:41.

Specific academic training of court administrators is a recent development. There are only four degree-programs in court management at present. The Institute of Court Management at the University of Southern California each offer an M.A. program. The Center for the Administration of Justice at American University in Washington, D.C. and the College of Business at Colorado State University each offer programs leading to the degree of Bachelor of Arts.

All four programs are interdisciplinary. This is of particular significance at the graduate level, where concentration in one discipline is the usual case, and it testifies to the necessity of providing court administrators with a broad educational base.

The University of Southern California in its descriptive brochure divides its Judicial Administration Program into five general areas:

1. Principles and practice of public administration;
2. Special constraints on administration imposed by the demands of the legal process;
3. Court structure in the state and Federal systems with a systematic overview of the interacting groups in these systems;
4. Special skills needed to administer this type of complex system;
5. Problem areas and proposed solutions to these problems.⁴

⁴University of Southern California, Judicial Administration Program, (Los Angeles: Fall, 1972).

This division is valid for the administration-oriented courses in both graduate and undergraduate programs. Each program requires that the participant have the background in the social sciences and humanities that traditional B.A. programs offer. In the case of graduate programs, a baccalaureate degree is ordinarily prerequisite to admission. In undergraduate programs, basic courses in the humanities and social sciences are required for graduation. All this indicates a recognition by these four schools of the particular attributes which a court administrator must have. Saari writes:

Trained people will be needed in all these vital positions in the court systems. The peculiar management educational needs of courts -- to train those on the job, to educate those coming along, and to educate others in the system -- require an unusual faculty: interdisciplinary in nature, urbane and humanistic in outlook, with broad knowledge of judicial institutions and other academic disciplines.⁵

As with any new profession, there are certain problems in evaluating the employment picture in the area of court administration. Data on present employment is limited, because, with training programs still in their infancy, there are very few trained court administrators in the labor market. To a great extent, as with paraprofessional legal assistants, the availability of professional court administrators will permit the reforms which will create positions for them to fill. However, because judges and their clerks are presently performing the tasks of the adminis-

⁵ Saari, *op. cit.*, p. 44.

trator, it is difficult to point to specific job opportunities.

Nevertheless, employment data which is available on graduates of court management programs is encouraging. The Institute of Court Management at Denver, which is presently the only school to graduate trained court administrators, has found no placement problems. Ogelsby and Gallas have remarked that the annual salary range for these graduates is \$15,000 - \$30,000.⁶ They have analyzed the overall employment situation and have found employment opportunities in three levels of court management with salary ranges of \$15,000 - \$40,000, \$12,000 - \$20,000, and \$6,000 - \$12,000. Graduates of B.A. programs with a focus on court administration would be well-qualified for immediate employment at the latter level. Experience and/or further training would qualify them for positions at the higher levels.

Those, like Gallas and Ogelsby, who are familiar with the opportunities in the field, affirm that there is every indication that the response to their graduates will continue to be extremely favorable.

In the State of Washington the employment picture for trained court administrators is promising. Although the dearth of hard data limits our ability to predict future manpower needs to some

⁶Ogelsby, op. cit., 14.

extent, the estimates of many of those now involved in court administration in Washington suggests that jobs will be available.

In response to our queries about employment possibilities for graduates of programs which focus on court management, Phillip Winberry, Administrator for the Courts of the State of Washington, writes:

I believe that it is imperative that there be adequate training facilities for persons who desire to enter the field of judicial administration. As time goes on, more and more of the administrative operations of our courts will be handled by professional administrators employed by the courts to relieve judges from the sometimes tedious task of administering their courts.

You asked that I estimate the need for court administrators in this state at some future time in terms of a specific number. It is my hope that at some point in the near future, the State of Washington will be divided into administrative regions for court administration purposes. I would envision no less than ten regions requiring trained expert administrators to handle the problems of the courts in their region. In addition, of course, you have your local courts who have need of experienced clerks and other personnel with some basic knowledge of court administrative techniques. I cannot attach a precise number to this type of personnel, other than to say, it would be substantial.⁷

At present there are five court administrators employed in the state in addition to Mr. Winberry and his three administrative assistants. The annual salary range is \$12,000 - \$20,000. The reorganization of the administration of the courts, of which Winberry speaks, would create a demand for an administrator

⁷ Letter to the author, October 12, 1972.

and two or three administrative assistants for each of ten to fifteen regions for a total employment demand of from thirty to sixty trained court administrative personnel.⁸

Asked if undergraduate training programs could be developed which would qualify graduates for these positions, Winberry stated:

I personally believe that an undergraduate program can be developed which will train persons to be judicial administrators and it is not necessarily imperative that a judicial administrator have a masters degree or a degree in law. There, of course, needs to be some basic knowledge of the legal process.⁹

The knowledge of which Winberry speaks could be provided in an undergraduate curriculum.

In conclusion then, the present and future needs of Washington's 387 Courts for management personnel with background knowledge of the judicial process will provide ample job opportunity for those trained in an interdisciplinary criminal justice program at the college level.

⁸ Based on estimates provided by Phillip Winberry in telephone conversations with the author during the months of October and November, 1972.

Organization of Court Administrative machinery along the lines proposed by Mr. Winberry is not new. Similar reforms have been enacted by eleven states including the neighboring State of Idaho.

⁹ Letter of October 12, 1972.

THE LEGAL ASSISTANT AND CRIMINAL JUSTICE

The meaning of the terms "legal assistant" and "paralegal" is not yet settled. This is perhaps inevitable because of the relatively recent application of the term to a particular role within the legal profession. It is also probably due to the extraordinarily wide range of functions performed by paralegals, ranging from the secretarial-administrative to those which make the paralegal's work indistinguishable from that of the lawyer at times. In discussions with attorneys in the state who are involved in public defender's work, it became apparent that the term is sometimes used to embrace almost every role in a criminal defense office aside from that of the attorney himself -- for example, investigator, law clerk, correctional counselor, and secretary-administrator. Despite the difficulty of precisely defining the term, we want to make it clear that when we speak of a legal assistant or a paralegal the term is not being used as a catch-all but rather as a more particular designation for the job performed by those persons whose primary function is to assist attorneys in the work that the attorney would have to do himself in the absence of such assistance.

Legal assistants as such have been employed infrequently to date in the field of criminal justice, particularly in the State of Washington. Attorneys have, of course, found assistance from time to time from specially competent secretaries, investigators,

and law students. But such assistance tends by its nature to be limited to a specific function (as with investigators), to be part-time and non-continuing (as with law students), or to be limited to those with exceptional personal qualities (as with some secretaries).

In the field of criminal justice in the State of Washington, the role of legal assistant as we have defined it does not, for all practical purposes, exist. The three organized public defenders programs in King, Clark, and Spokane Counties, employ or use as volunteers an array of people, including administrators, secretaries, investigators, correctional counselors, and political science and law students. Sometimes these people are referred to collectively as "paralegals", but there are no formally established positions labelled "paralegal" or "legal assistant" per se. Nevertheless, supervisory personnel in each of the programs expressed a desire to be able to employ legal assistants, and the administrator of the King County Office of Public Defense stressed the "great need" for such persons in the future.

A number of signs point to the expansion of public defender systems in the future. Contemporary judicial decisions have reinforced and expanded the right to counsel for the accused, and especially for the indigent. Members of the bar and bar associations are not content with practices in some areas (in Washington this would mean most of the state) where the accused receives

representation by counsel appointed by the court from among members of the local private bar. The movement within Washington, while slow, seems to be headed toward an expansion of the public defender system: King County and Spokane County have been joined within the past year by Clark County in offering public defender services. John Darrah, King County Public Defender, foresees the development of large offices, similar to his own, as the trend. Marshall Hartman, National Director of the National Legal Aid and Defender Association, sees a movement to state-wide public defender systems. In 1971 - 1972, Maryland, Vermont, Kentucky, and Missouri have established such systems, and New Mexico will shortly.

The question of what type and number of personnel will be needed for the expansion of defender's offices is connected to the question of how rapidly this will take place. The latter question is only partially a function of the felt need for growth; it is also a function of the cost of expansion. It is in this respect, among others, that the existing role of the legal assistant in private practice assumes great importance.

Legal assistants are finding increasing employment in a variety of types of law firms in the private sector, including those that deal with antitrust, maritime, patent, probate, and general commercial law. Some academic institutions have recognized in this trend a need and have begun to devise programs

to train legal assistants to fill the need. A recent bulletin from Edmonds Community College, for instance, lists course offerings that introduce the student to the areas of probate and family relations. Additional offerings are planned for next year and the year after. The fact that these are areas of law which involve a large amount of routine or routinizable paper work is not without significance. One of the objectives in employing legal assistants is to relieve the lawyer of routine tasks which do not require his expertise to perform and to free him to use his time in other ways. But this is not the only objective.

The advantages perceived by private law firms in the employment of legal assistants are primarily those of economy and effectiveness: economies of time, wages, and overall cost of legal services, and greater effectiveness in the sense of more thorough and detailed case preparation at the same or lower cost.

For example, one attorney working on a case for one hundred hour billable at \$60.00 per hour will cost his client \$6,000. By a judicious division of labor, if that same attorney were aided by a legal assistant in doing half of the work, the attorney's billable hours would be reduced to 50, the assistant's billable hours at the rate of \$20 per would be 50, and the total bill to the client would be \$3,000 plus \$1,000 for a total of \$4,000, a savings to

the client of \$2,000.¹ This savings can either be passed on simply and directly to the client, or it can be translated into more thorough preparation of the case by providing for up to \$2,000 worth additionally of some combination of attorney-hours, assistant-hours, and possibly other services such as the retention of economic or other experts.

Clearly, the client comes out ahead. So does the attorney. By using a legal assistant he can prepare two cases in the time it would otherwise take him to prepare one, and he can prepare both of these more thoroughly and at lower cost than otherwise. Presumably the public has as much at stake in the promotion of economy and effectiveness in the field of criminal justice as do private law firms and their clients in the various areas of civil law.

Private firms have discovered that many of the tasks performed by attorneys can be done as well by non-attorneys. The extent to which these tasks go beyond the routine depends at present on the training and experience of the legal assistant as well as upon the capacity of the attorney to organize and delegate tasks and to and to supervise those who perform them. In ad-

¹We recognize that under many conditions the time spent on a task by a legal assistant and by an attorney is not substitutable on a strict one to one ratio. Recognizing this qualification, we must chose to ignore it for the sake of simplicity of example. Precise cost accounting techniques would produce a somewhat smaller savings, but the general principle would still be established.

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dition to maintaining files (not an inconsiderable task in cases that involve thousands or hundreds of thousands of documents in evidence) and filling in standard forms, legal assistants can currently be found performing a variety of tasks in civil cases:

indexing documents and transcripts;

digesting depositions and trial transcripts;

preparing factual and sometimes legal portions of pretrial motions -- to produce documents, to compel answers, etc.;

interviewing prospective witnesses;

summarizing data from documents in evidence;

developing damage studies;

proofreading and cite-checking briefs and other documents;

drafting sections of briefs and motions particularly as they deal with factual aspects of a case;

preparing charts, graphs, and other exhibits;

preparing documentary material and outlines of questioning for depositions;

Shephardizing and doing legal research on selected portions of a case.

There is no reason to believe that the experience gained in recent years in the private law sector is not transferable to the sector of criminal justice. It is possible to promote a significant improvement in the effectiveness of the criminal justice system by employing, in both prosecution and defense offices, legal assistants who have had a college education that includes specialization in criminal justice studies. Both the public and the accused stand to benefit.

The public offender system in the State of Washington is in need of expansion and reorganization. Interviews with personnel in this system indicate that organized defense services are available to the indigent accused in only a few communities, that there is a need for more staff to meet the needs even in those communities where programs exist, and that throughout the state, where programs exist as well as where they don't, there is a need for the kind of staff that would be better trained in and more committed to defense work per se and engaged in it in a continuing way.

Prosecutors' offices also have important staffing needs. They are often prevented by lack of time and personnel from conducting their own investigation of cases independent of that which is prepared for them by the police. Even where an investigation is conducted thoroughly, prosecutors often do not have the time to reflect on the facts and the relevant law in order to prepare adequately their theories and strategy for trial. The results of this situation are well known: plea-bargaining with results that can deprive either the public or the accused of a just result and procedural or strategic error, sometimes committed in innocent haste, sometimes in desperation, which in either case tend to produce results prejudicial to the accused or to appeals and reversals wherein the public suffers the loss of its right to a determination of the substantive merits of the case.

A good example of what can be accomplished by paralegal

personnel in a prosecutor's office is provided by the experience of the United States Attorney for the Southern District of New York. This office, which employs one hundred attorneys and about 119 others deals with matters which range from narcotics to civil rights class actions, antitrust matters and the like. Their caseload is very high. Sixteen of the 119 non-lawyers employed are paralegal personnel who are college educated. James Rayhill, the Administrative Assistant to the United States Attorney, informed us that he wished he could put on many more paralegals. They have been used in his office to perform high-level investigative studies which border on advanced academic research in the social sciences: do the supermarkets really raise their prices on the day the welfare checks are issued? Why do black members of the plumbers union earn less than white members (a suit has just been filed as the result of a large careful study by some of the paralegals in the office. These kinds of activities demand skilled and trained personnel for investigative research. Paralegals have also been used for docket control and maintenance of case records. Were paralegals not available, according to Rayhill, he would have to use very much more expensive attorney's time to perform the same functions. He believes that eventually there will be two paralegals working for each attorney. Other attorneys with supervisory authority have suggested that one to two may be an overly conservative estimate, and that one lawyer

to four legal assistants is the more likely.²

The employment of legal assistants in both prosecution and defense offices would be an important and economical step toward increasing the availability of legal services for the accused and insuring for the accused and the public alike more realistic and just outcomes in criminal cases.

Paralegal personnel could perform the following tasks in the criminal justice system:

interviewing defendants and witnesses;

reviewing, summarizing, and analyzing police files;

reviewing and summarizing data about defendant's background, including his involvement in prior litigation;

preparing and serving subpoenas;

preparing routine formal documents;

preparing exhibits (photos, charts, etc.) for trial;

indexing and digesting trial testimony and interviews;

maintaining evidentiary files;

preparing voir dire questions and jury instructions;

reviewing testimony in longer trials in progress and providing feedback for the trial attorney;

preparing and drafting factual portions of motions and briefs at pretrial, trial, and appellate stages;

preparing materials for parole and probation hearings;

Shephardizing cases.

² For evidence that the need for such services is not confined to the East coast, see "A Junky Takes a Look at Law "n" Order", San Francisco Recorder, December 6, 1972, p. 1.

All of these tasks would be performed under the supervision of and subject to the review of an attorney. Relieving the attorney of the need to do this work himself creates obvious advantages.

So far as the author is aware, there are no reliable statistical data available, but the probability is that most legal assistants now at work have received their training on-the-job. To the extent that the prospective legal assistant has had prior experience of peculiar usefulness (say in economic or social science research), or has had experience with a particular field of law as a legal secretary of special competence and intelligence or is not expected to do any more than the most routine sort of tasks, on-the-job training is relatively easy and inexpensive to administer. But outside of these special circumstances it seems obvious that some sort of formal training program linked ultimately with some sort of certification process would be desirable. Many members of the Bar agree.

The only question remaining is whether it is possible and feasible to devise a system of training adequate to produce the kinds of personnel who can fill the role we have described. We have no doubts of this. The willingness of educational institutions to entertain curriculum proposals and to establish programs for legal assistants is firmly established.³

³ Among those institutions currently offering or expecting to offer programs of training for legal assistants include Edmonds Community College, Lynnwood, Washington; Lone Mountain College, San Francisco; San Francisco State College, Paralegal Institute.

Legal assistants are not expected to be lawyers. Some knowledge of the substantive and procedural context of the law within which they work, however, will enhance their effectiveness whether with respect to performing "non-legal" tasks more expeditiously or with respect to being able to assume increasing delegations of responsibility for performing certain kinds of legal research and writing. Acquaintance with the elements of proof and rules of evidence, for instance, would enable a legal assistant to summarize and index testimony more efficiently, and a rudimentary substantive knowledge of criminal law, combined with legal research techniques, will enable him to Shepardize and brief cases in order to enhance the attorney's legal strategy-formulation capabilities.

As an indication of the type of education that would produce the skills and orientation apposite to the role that has been described, a curriculum could include studies in the following:

Rudiments of Criminal Law

Police and Court Procedure

Legal Ethics

Legal Research Techniques

Legal Exposition: drafting, interpreting, and processing legal documents -- briefing cases, preparing factual memos, proofreading, digesting and indexing testimony, etc.

Evidence

Techniques of investigation: interviewing, etc.

Organization and Management of Law Offices

Modern Technology: its relation to crime, police techniques, data processing, etc.

Law and Society: roles and institutions in the criminal justice system, their changing nature as a function of social change, the evolution of criminal law, comparative criminal law systems, etc.

The Social Context of Deviant Behavior

Studies in these areas would comprise a major within a four year program leading to a B.A. It is assumed that the legal assistant would not be studying in a program designed solely to produce legal assistants, but would be part of a broader program of Criminal Justice Studies. He or she would then be studying alongside of students intent on going into work in law enforcement, probation, or court administration. Some of the courses listed above would be specifically designed with legal assistants in mind, such as those in legal exposition and organization and management. Other courses would be of interest to others in the program as well.

Would the position of legal assistant in the field of criminal justice attract capable men and women? We believe so. Judging by the number of job applicants at private law firms in cities such as Los Angeles, San Francisco, Boston, and New York, and judging by the movement of legal assistants to form their own professional associations at local, state, and federal levels in various parts of the country, it is clear that the role generally is one of increasing popularity. It has attracted young college graduates as well as older persons with previous experience as legal secretaries, accountants, and college professors. Social trends of the last several years testify to the number of intelligent

and capable young men and women anxious to invest their energies in public service careers. For those of them who have the ability and interest in the criminal justice area but are without either the time, interest, or finances to go to law school, careers as legal assistants afford the opportunity for the utilization of important human resources in programs of significant social value.

An earlier section of this paper points out the projections of expanding future needs for law enforcement personnel in the state. One can safely assume that there is some positive correlation between an expanding police force and an increasing case load in the courts and thus for prosecuting and defense attorneys alike. The extent to which public budgets will cope realistically with this expanded case load is imponderable. But there is reason to believe that it will not be totally neglected. Moreover, the public and its representatives will move more easily and willingly to meet this expanding need to the extent that they can be shown ways of doing so with economies and advantages such as have been described.

CONCLUSION

Jobs in the criminal justice system will be available for baccalaureate graduates of an undergraduate program in criminal justice. Such graduates, although they will have to compete within a larger manpower pool, and meet other than academic criteria will be acceptable to the major components of the criminal justice system. The position most commonly available and accepted will probably be that of police officer, with probation and parole work becoming second most usual. These conclusions are supported by our study of the utilization of manpower in each of the areas of employment which this report covers. To summarize the specific results, it now appears that at least 300 police officers will be hired annually in Washington State, at least 250 probation and parole workers, and in addition an unascertainable number of classification counselors, court administrators and legal assistants or paralegal personnel. Political uncertainties make it impossible to predict the number of court administrators who will be employed annually for the next decade or so. However, it does appear clear that the Administrator for the Courts has laid his plans for expanded services and training with great care. Some growth will surely take place, if only because caseloads continue to rise. Moreover, the integration of functions within the court system, coupled with the increased involvement of the

judiciary in matters heretofore considered entirely administrative suggests that an additional pool of trained personnel will be needed.

Although specific employment data on paralegals is unavailable for reasons which appear in the body of the study, the conclusion rests on particularly solid ground as respects such legal assistants. The experience of other regions with great metropolitan areas suggests it strongly, as does the practical experience with paralegals of a number of private and public law firms. The national trend also supports the conclusion. For specific details see Section VI.

In the areas of corrections, although it is clear that jobs will be available in future, and probably in good quantity, it is unclear whether the graduates of the proposed program would be inclined to take the jobs, or indeed, whether they would be successful in them. Much depends on the philosophical direction which will be taken in the corrections field in the State of Washington, and how it will be translated into administrative action. About this nothing can be said with certainty at this time.

The recent placement experience of two of the country's most important schools of criminal justice also supports these conclusions. That experience is summarized in the charts appearing

in Appendices II and III.¹

Those reports are superficially deceptive to the extent that they deal with students who are already in-service as professional members of the criminal justice system. That is, they do not properly reflect the placement experience of students who begin as undergraduates and enter the public service after their degree programs.

Both of the schools involved -- the John Jay College of Criminal Justice, part of the City University of New York, and the School of Criminal Justice of Michigan State University -- offer a full range of professional and preparatory courses in all of the criminal justice professions with which this report is concerned, with the sole exception of paralegal services. We are informed, however, that the job market for paralegals among graduates of their programs is increasing rapidly.

The materials demonstrate that B.A. graduates are at a relative advantage in seeking employment in the criminal justice system, and that they are being accepted at every level of the system and for employment in a variety of endeavours.

¹ The tables appearing in the appendix are prepared from materials submitted by the administration of the Police Science and Criminal Justice programs at the John Jay College of Criminal Justice and Michigan State University. They are in-house documents prepared in September and August, 1972, respectively.

APPENDIX I -- THE BATTELLE REPORTIII. FORECAST OF LAW ENFORCEMENT OFFICER REQUIREMENTS

Forecasting the number of new law enforcement officers which will be needed each year through 1985 requires that statewide population projections be made and related to the demand for new officers. Current ratios of law enforcement officers to population and current attrition rates for officers have been projected to 1985 utilizing a population forecast published by the Puget Sound Governmental Conference. The resulting projections of new officer requirements and the methodology employed are summarized in this section. In addition, several projections have been made to show the effect of increasing the ratio of police to population in the State.

Law Enforcement Officers in Washington

The Washington Law Enforcement Officers Training Commission has conducted a survey to determine the number of law enforcement personnel with arrest authority in the State on February 1, 1970. Washington has a total of 5,952 law enforcement officers with arrest authority, of whom 676 are with the Washington State Patrol, 1,105 are with the 39 county sheriffs' offices, and the remaining 3,571 are with 244 departments in the various cities of the State. The results of the Training Commission's survey are summarized in Table III - 1.

TABLE III - 1
SUMMARY OF LAW ENFORCEMENT OFFICERS
IN THE STATE OF WASHINGTON

February 1, 1970

	<u>No. of Officers</u>
Washington State Patrol	676
Counties	1,105
Cities:	
1st Class	2,090
2nd Class	115
3rd Class	994
4th Class	353
Unincorporated	10
Unclassified	<u>7</u>
Total for All Cities	<u>3,571</u>
Total for All Departments	5,352

Source: Washington Law Enforcement Officers
Training Commission Survey.

Using the 1970 estimated population of 3,513 for the State of Washington, the current nation of police to population is 1.52 per thousand. If the Washington State Patrol is excluded, this ratio becomes 1.33 per thousand.

The President's Commission on Law Enforcement and Administration of Justice indicates that the 1965 nationwide police-to-population ratio was 1.7 per thousand, with wide variations from one city to another and from region to region. The average for large cities (over 250,000) was 2.3 per thousand, varying from 4.04 in Boston to 1.07 in San Diego. For the combined Washington cities of Seattle, Tacoma and Spokane, the current ratio of police to population is 1.72 per thousand.

Population Forecast

Two recent population forecasts for the State of Washington were available. In 1966 the Washington State Census Board made a forecast of the population of each county for 5 - year intervals from 1965 to 1985. Comparing these forecasts for 1970 with the population estimates made by the Washington State Planning and Community Affairs Agency (*) as of April 1, 1969, shows that the estimated population for a number of counties in 1969 was already well above the forecast for 1970.

(*) The Washington State Planning and Community Affairs Agency assumed the functions of the Washington State Census Board in 1967.

A more recent forecast published in May 1969 by the Puget Sound Governmental Conference forecasts the population of the Central Puget Sound Region (King, Kitsap, Pierce and Snohomish Counties) through 1990. The trend over the past 20 years of the ratio of the population of this region to the state population was determined and extrapolated to 1985. This forecast ratio was then applied to the Puget Sound Governmental Conference's forecast for the Central Puget Sound Region to obtain a forecast of the state population. The results obtained by the above method are within one percent of the high forecast made by the Washington State Census Board for 1985 and are considered slightly more accurate for the years 1975 and 1980 due primarily to the availability of more recent data on which to base the projections. The Battelle forecasts for the entire State, as shown in Table III - 2, are used in the remainder of this report.

Law Enforcement Officer Requirements

Forecasts of the numbers of law enforcement officers who will be required in the years 1975, 1980 and 1985 were made by applying the current ratios of police to population to the State population projections as shown in Table III - 2. As shown in Table III - 3, 6,600 police officers will be needed in 1985 to maintain the present ratio of officers to population.

Two factors determine the number of officers who must be

TABLE III - 2POPULATION PROJECTIONS
FOR THE
STATE OF WASHINGTON1970 - 1985

	<u>(In Thousands)</u>			
	<u>1970</u>	<u>1975</u>	<u>1980</u>	<u>1985</u>
Washington State	3,513	3,995	4,478	4,960

Sources: Washington State Planning and Community Affairs Agency,
April 1, 1969, Population, Counties and Municipalities,
State of Washington.

Battelle-Northwest Projections, 1975 - 1985.

trained each year in order to meet the above requirements. First, a number of officers will be lost due to normal turnover and retirement. These losses will be referred to as normal attrition. Battelle-Northwest conducted a mail survey during September, 1969, of representative police departments and sheriff's offices in the State, to determine the losses due to normal attrition. The average attrition rate for city police officers was found to be 7.09 per cent (i.e., about 7 per cent of the police officers in the State must be replaced each year). This is slightly higher than a nation 5 - year average of 5.4 per cent cited by the President's Commission.

The attrition rate for county officers as reported in the Battelle survey was only 3.09 per cent, with the difference primarily due to a lower retirement rate for these departments. Since only a small sample of questionnaires was returned from the sheriffs' offices, this lower number was not used to forecast the training requirements separately for county officers.

The effect of the new retirement program for law enforcement officers in Washington, as enacted by the Legislature in 1969, is not known at this time, and no attempt was made to factor it into the forecasts of training requirements in this report. While turnover might be increased due to the transferability of pension rights from one department to another, the number of men to be trained should not be increased because these men would already have been trained in their original positions.

The second factor which must be considered is the need to increase the number of officers as the population increases in order to maintain the present ratio of officers to population. This requirement was estimated by using the average yearly increase required over the periods between the base years. The total number of officers required is the sum of the number needed to meet the attrition losses plus the number needed to maintain the officer to population ratio constant as the population increases.

In 1985, for example, Table III - 3 indicates that approximately 6,000 police officers will be required in the State; 7.1 per cent, or 470 of these, will have to be replaced due to normal turnover and retirement. Between 1980 and 1985 the total number of officers must increase by 640, from 5,960 in 1980 to 6,600 in 1985. This corresponds to an average growth of 130 officers per year over the 5 - year period. The total requirement for new officers in 1985 is estimated by summing the losses due to attrition (470) and the growth requirements (130) to obtain the projected total new law enforcement officer requirements of 600 as shown in Table III - 3.

Law Enforcement Officer Requirements Excluding Certain Areas

In addition to the statewide forecast, an estimate of the law enforcement officer requirements for the State exclusive of the cities of Seattle, Tacoma and Spokane, and the King, Pierce and

TABLE III - 3

PROJECTION OF LAW ENFORCEMENT
OFFICERS IN THE
STATE OF WASHINGTON (*)

1970 - 1985

	<u>1970</u>	<u>1975</u>	<u>1980</u>	<u>1985</u>
Total for State	4,580	5,310	5,960	6,600
Annual Requirement of New Officers	460	510	550	600

Sources: 1970 -- Washington Law Enforcement Officers Training
Commission Survey, February 1, 1970.

Battelle-Northwest Projections, 1975 - 1985.

(*) Excluding Washington State Patrol.

TABLE III - 4

PROJECTION OF LAW ENFORCEMENTOFFICERS IN THESTATE OF WASHINGTON

Excluding Seattle, Tacoma and Spokane, and King
Pierce and Spokane County Sheriffs' Offices,
plus the Washington State Patrol

	<u>1970 - 1985</u>			
	<u>1970</u>	<u>1975</u>	<u>1980</u>	<u>1985</u>
Total (excluding departments above)	2,510	2,830	3,250	3,300
Annual Requirement of New Officers	240	280	310	330

Sources: 1970 -- Washington Law Enforcement Officers Training
Commission Survey, February 1, 1970.

Battelle-Northwest Projections, 1975 - 1985.

Spokane Counties Sheriffs' Offices has been prepared in the event these departments continue to provide their own training programs. This forecast was made by projecting the officer requirements for these areas and subtracting that total from the statewide total. This was felt to be a more accurate method than attempting to forecast the requirements of the remainder of the State directly.

Population forecasts made by the Puget Sound Governmental Conference were used for Seattle and Tacoma, and King and Pierce Counties. Since that study did not include Spokane, Battelle-Northwest projections were used. Using the 1970 ratios of officers per population, the total number of officers which will be required in these areas through 1985 was projected and subtracted from the statewide totals. The differences, representing the State's law enforcement officer requirements exclusive of Seattle, Tacoma and Spokane, and the King, Pierce and Spokane Counties Sheriffs' Offices are shown in Table III - 4. This table shows that by 1985 about 330 new officers per year will be required in the State in addition to the needs of the above-mentioned areas.

Effect of Increasing the Ratio of Police Officers to Population

The preceding forecasts of law enforcement officer training requirements were made by maintaining the ratio of officers to population at the 1970 level of 1.33 per thousand, exclusive of the State Patrol. In the future this ratio may increase, and although

this study did not attempt to predict the magnitude of such an increase, several alternative projections have been prepared to show the effect of possible increases on the training requirements for the State.

Table III - 5 shows the effect of increasing the ratio of officers to population linearly from the current 1.33 per thousand to 1.40 and 1.50, respectively, by 1985. The methods used to develop the totals in Table III - 5 are the same as used for Tables III - 3 and III - 4. The 1985 training requirements for the State, excluding Seattle, Tacoma and Spokane, and King, Pierce and Spokane Counties, would increase from 330 needed to maintain the current ration of 1.33 per thousand, to 360 and 400 for ratios of 1.40 and 1.50 per thousand.

Projections of training requirements were also made using a constant growth rate of 3/5 per cent per year through 1985 for all departments in the State. These projections are shown in Table III - 6. According to the President's Commission Task Force Report on "The Police", the total number of police at the local level of government increased by 3.5 percent per year for the 8 - year period prior to 1966. Such a growth rate would result in a police-to-population ratio of 1.58 per thousand in the State of Washington by 1985.

TABLE III - 5
PROJECTION OF LAW ENFORCEMENT
OFFICERS IN THE
STATE OF WASHINGTON (*)
SHOWING THE EFFECT OF INCREASES IN
THE RATIO OF OFFICERS TO POPULATION

1970 - 1985

	Ratio of Officers per 1000 Population by 1985					
	1.40			1.50		
	1975	1980	1985	1975	1980	1985
Washington State Total	5,430	6,190	6,940	5,600	6,520	7,440
Annual Requirement of new Officers	540	590	640	580	650	710

Washington State Total (Excluding Seattle, Tacoma and Spokane, and King, Pierce and Spokane Counties)	2,940	3,370	3,800	3,030	3,550	4,070
Annual Requirement of New Officers	300	330	360	320	360	400

(*) Excluding Washington State Patrol.

TABLE III - 6

PROJECTION OF LAW ENFORCEMENT
OFFICERS IN THE
STATE OF WASHINGTON (*)
SHOWING THE EFFECT OF GROWTH
AT 3.5% PER YEAR

	<u>1970 - 1985</u>			
	<u>1970</u>	<u>1975</u>	<u>1980</u>	<u>1985</u>
<u>State of Washington</u>				
Total Officers	4,680	5,550	6,600	7,840
Officers per 1000 Population	1.33	1.39	1.47	1.58
Annual Training Requirements	500	590	700	830

<u>State of Washington</u> (Excluding Seattle, Tacoma and Spokane, and King, Pierce and Spokane Counties)				
Total Officers	2,510	2,980	3,540	4,200
Annual Training Requirements	270	320	380	450

(*) Excluding Washington State Patrol.

APPENDIX II -- JOHN JAY COLLEGE OF CRIMINAL JUSTICE

On August 14, 1972 a job survey questionnaire of the 540 graduates of the class of 1972 was sent. The breakdown was as follows:

373 graduates -- June 1972
 129 graduates -- February 1972
 38 graduates -- September 1972

Degree Breakdown:

	<u>June 1972</u>	<u>February 1972</u>	<u>September 1972</u>
AA	61	17	3 = 81
AS	60	19	6 = 85
BA	76	29	9 = 114
BS	151	60	12 = 223
MA	15	3	6 = 24
MS	1	0	0 = 1
MPA	9	1	2 = 12
	<u>373</u>	<u>129</u>	<u>38 = 540</u>

The report of the survey follows.

JOHN JAY ASSOCIATE GRADUATES - SEPTEMBER 1971 - JUNE 1972

61 | 166

166 Job survey questionnaires were sent out to the September 1971, January 1972, June 1972 Graduates. (AA-81, AS-85)

61 Associate degree candidates responded. (AA-26, AS-35)

MAJORS

Of the 61 Associate Graduates who returned their questionnaires, 31 received their AS Degrees in Police Science, 4 their AS Degrees in Criminal Justice, 12 their AA Degrees in Liberal Arts, 3 their AA Degrees in Police Science, 1 AA Degree in Correctional Administration, 3 their AA Degrees in Criminal Justice, 2 their AA Degrees in History, 5 their AA Degrees in Social Science - 1 specialization in Psychology and 1 in Sociology.

29 of the 61 respondents indicated that they were presently continuing studies toward a Baccalaureate degree; 13 toward a BS degree in Criminal Justice; 5 a BS degree in Police Science, 3 a BA degree in Criminal Justice, 2 a BA degree in Psychology, 2 a BA degree in Social Science, 2 a BA degree in History, 1 a BA degree in Liberal Arts and 1 a BA degree in Government.

Breakdown according to job category:
Associate Graduates:

Present Occupation: Of the 61 Associate respondents

4	No occupation listed
16	NYCPD Patrolmen
	1 - Special Events Squad
	1 - Equipment Section
	3 - Clerical
	4 - not specified
	1 - Youth Division
	1 - Personnel Services
	1 - Fingerprinting
	1 - Communications
	1 - Plain Clothes
	1 - Neighborhood Team
	1 - Teletype Computer Operations
9	NYCPD Detectives
	3 - not specified
	1 - Narcotics
	1 - Robbery
	1 - Sgt. Narcotics
	1 - Homicide
	1 - District Attorney Squad

- 8 NYCPD Sergeants
 - 3 - not specified
 - 2 - Planning
 - 1 - Intelligence
 - 1 - Neighborhood Team
 - 1 - Desk Officer
- 3 NYCPD Lieutenants
 - 1 - Planning
 - 1 - not specified
 - 1 - Burglaries, Larcenies
- 1 NYCPD Captains
 - 1 - Detective Bureau
- 1 NYCPD - Investigator, Plain Clothes
- 3 NYCPD - Administrative Aides
 - 1 - Clerical - ID Sector
 - 1 - Clerical - Medical Sector
 - 1 - Chief Inspectors Office
- 1 NYCPD - Deputy Inspector
- 2 Transit Police Patrolmen
 - 1 - not specified
 - 1 - Community Relations
 - 1 - Transit Police Sergeant
 - 1 - Transit Police Captain
- 4 Housing Police Patrolmen
 - 2 - not specified
 - 1 - Communications
 - 1 - Planning
- 7 Miscellaneous:
 - 1 - Lab Assistant - Postal Inspection Service
 - 1 - Corrections Officer - New York City
 - 1 - Detective - Jersey City Police Department, Gambling
 - 1 - District Attorney, N.Y. County, Rackets Investigator
 - 1 - Court Officer, New York State Supreme Court
 - 1 - Captain of Detectives, Union City, Prosecutors Office
 - 1 - Probation Officer, Queens Criminal Court

NYCPD employees
Total: 42

Transit Police employees
Total: 4

Housing Police Patrolmen
Total: 4

TOTAL: 61

JOHN JAY BACCALAUREATE GRADUATES - SEPTEMBER 1971 - JUNE 1972

148	337
-----	-----

337 Job survey questionnaires were sent out to the September 1971, January 1972, June 1972 Graduates. (BA-114, BS-223)

148 Baccalaureate degree candidates responded (BA-52, BS-96)

MAJORS

Of the 148 Baccalaureate Graduates who returned their questionnaires 46 received their BS degrees in Criminal Justice, 39 their BS degrees in Police Science, 5 their BS degrees in Fire Science, 4 their BS degrees in Forensic Science, 2 an unspecified BS, 24 their BA degrees in Criminal Justice, 19 their BA degrees in Social Science, (1 specialization in Sociology, 1 in Psychology, 1 in Ethnic Studies), 7 their BA degrees in Humanities (1 specialization in Literature, 2 in History), and 2 unspecified.

LAW SCHOOL - GRADUATE SCHOOL

7 Graduates are enrolled in Law Schools

- 3 - St. John's University Law School
- 1 - Brooklyn Law School
- 1 - Fordham University Law School
- 1 - N.Y.U. Law School
- 1 - Lone Mountain College - Legal Analysis

44 Students are enrolled in JJC Graduate Programs

- 24 - MA - Criminal Justice
- 6 - MA - Social Relations
- 1 - MA - Sociology

13 - MPA

15 Students are enrolled in Graduate Programs other than John Jay College

- 3 - Stoneybrook - MA - African Studies
- 1 - Hunter - MA - Urban Affairs
- 1 - Hunter - MA - Psychology
- 1 - Hunter - MSW - Group Work
- 1 - Hunter - MSW - Alcoholism
- 1 - Fordham - MA - Counseling
- 1 - Fordham - MSW - Community Organization
- 1 - N.Y.U. - MPA
- 1 - N.Y.U. - MS - Biochemistry
- 1 - Baruch - MBA - Accounting
- 1 - New Paltz - MA - African Studies
- 1 - Brooklyn - undecided
- 1 - Catholic University of Washington - MA-Education

Breakdown according to job category:
Baccalaureate Graduates:

36 Patrolmen - NYCPD

- 14 Unspecified
- 3 Data Processing Division
- 3 Community Relations Division
- 2 Clerical
- 1 Administrative Aide-Deputy Commissioners Office
- 1 Instructor of Auxiliary Forces
- 1 Community Relations Coordinator
- 1 Crime Statistics Analyst
- 1 Central Records Division
- 1 Bronx Youth Gang Task Force
- 1 Systems Analyst-Planning Division
- 1 Inspections Division
- 1 Crime Lab Chemist
- 1 Communications Division
- 1 Youth Division
- 1 Chief Inspectors Office
- 1 Forensic Field Team
- 1 Personnel Evaluation Division

- 1 Investigator

22 Sergeants

- 12 Unspecified
- 1 Supervisor of Detectives
- 1 Training Division
- 1 Office Manager
- 2 Planning Division
- 1 Training-Internal Affairs Division
- 1 Anti-Crime Unit, Precinct Level
- 1 Project Director, Manpower Program
- 1 Intelligence Division
- 1 Neighborhood Team Commander

12 Lieutenants

- 2 Unspecified
- 1 Academy Instructor
- 1 Criminal Justice Liaison Division
- 1 Organized Crime Control Bureau
- 1 Precinct Command
- 1 Inspections Division
- 2 Chief Inspectors Office
- 1 Civilian Complaint Revue Board
- 1 Narcotics & Organized Crime Control
- 1 Taxi Safety Squad

3 Captains

- 3 Unspecified

5 Detectives

- 2 Unspecified
- 1 Confidence Squad
- 1 Burglary/Larceny Squad
- 1 Supervisor

12

Out of Town Police Department

- 1 Elizabeth, N.J. Prosecutors Office of Essex County
Sgt. of Detectives
- 1 Suffolk County DA Office-Investigator Detective
- 1 Nassau County Patrolman
- 2 Paramus, N.J. Patrolmen
- 1 Clifton, N.J. Patrolman
- 1 Clifton, N.J. Sergeant
- 2 Clifton, N.J. Captain
- 1 Morris Township, N.J. Detective
- 1 Mamaroneck Village, N.Y. Detective
- 1 Lincoln Park, N.J. Captain

7 Transit Policemen, N. Y.C.

- 4 Patrolmen
- 1 Sergeant - Personnel Investigator
- 1 Special Inspector T.A.
- 1 Investigator - Law Department

2 Housing Policemen, N.Y.C.

- 1 Sergeant
- 1 Captain

6 Fire Departments

- 1 Deputy Fire Chief, Greenfield, Mass.
Also Fire Science Instructor Great Neck College
- 2 N.Y.C. Firemen
- 1 Instructor, South Bronx Model Cities
- 2 Lieutenant N.Y.C.F.D.

6 Corrections Personnel

- 1 N.Y.C. Dept. Corrections-Deputy Warden-Training
- 1 N.Y.S. Dept. Corrections-Sergeant
- 1 N.Y.S. Dept. Corrections-Officer
- 1 Westchester County Dept. of Probation-Trainee
- 1 N.Y.C. Dept. Corrections-Supervisor
- 1 N.Y.C. Dept. Corrections-Officer

4 Federal Employees

- 1 Dept. of Immigration - Legal Aide
- 1 F.B.I. Agent
- 1 Dept. of Immigration-Investigator
- 1 Treasury Dept. -Special Agent ATF

3 State Employees

- 1 N.Y.S. Dept. of Social Services-Inspector Welfare General
- 1 N.Y.S. Supreme Court-Senior Court Officer
- 1 Illinois-Coordinator-C.J. Training-Greater Egypt Planning Commission

6 City Employees

- 1 Model Cities Program Evaluator
- 1 Bi-Lingual Teacher-Public Schools
- 1 Consultant-Councilman's Burden's Office
- 1 N.Y.C. Finance Administration-Clerk
- 2 Public Library-Clerks

10 Miscellaneous

- 1 Associate Dean of Students - New Paltz
- 1 Coordinator of Student Activities - JJC
- 1 Bank of New York - Security Administrator
- 1 Executive Search - Account Executive
- 1 St. Johns Home for Boys-Child Care Counselor
- 1 N.Y.U. Medical Center - Senior Research Technician
- 1 Retail Credit Co.-Insurance Investigator
- 1 Gimbels-Retail Security
- 1 Waldbaums-Clerk
- 1 Caribbean Reality & Mortgage Corp.-Manager

- 13 No occupations listed

JOHN JAY MASTERS GRADUATES - SEPTEMBER 1971 - JUNE 1972

26 37

37 Job survey questionnaires were sent out to the September 1971, January 1972, June 1972 Graduates. (MA-24, MS-1, MPA-12)

26 Masters degree candidates responded. (MA-17, MS-1, MPA-8)

MAJORS

Of the 26 Masters Candidates who returned their questionnaires 1 received an MS in Forensic Science, 13 their MA in Criminal Justice, 4 their MA in Social Relations, 8 their MPA (5 specializations in Government, 2 in Public Administration, 1 in Organization)

DOCTORAL PROGRAMS

6 Students are enrolled in Doctoral Programs

- 1 Sociology, Temple University
- 1 Sociology, City University-Graduate Center
- 1 Sociology, N.Y.U.
- 1 Criminology - Florida State University
- 1 Sociology - CUNY Graduate Center
- 1 Criminal Justice - Sam Houston State University

Breakdown according to job category:Masters Candidates:

7 NYCPD

- 1-Sergeant - PT Substitute High School Teacher, English & History
- 1-Patrolman
- 1-Inspector
- 3-Deputy Inspector
- 1-Trainer of Neighborhood Police Teams at Academy-Patrolman-Special Assignments

8 Teaching Positions

- 1 JJCCJ - Police Science P/T
F/T Commissioner N.Y.S. Probation Dept.
- 1 JJCJ - Police Science
- 1 Trenton State College - Criminal Justice Advisor - Trenton Police Department
- 1 Northwestern U. Traffic Institute - Lecturer
- 1 Brooklyn College - Sociology - Adjunct Prof.
- 1 Lehman College - Sociology (P/T)
New School for Social Research (P/T)
Senior Research Scientist-N.Y.S. Dept. of Mental Hygiene (F/T)
- 1 Cuyeahoga Community College, Parma, Ohio- Law Enforcement-Instructor
- 1 Sam Houston State U. Huntsville, Texas - Police Science - Instructor

10 Miscellaneous

- 1 Assistant Director of Security - 1st National City Bank
- 1 Candidate State Assembly 126th AS District
- 1 U. S. Probation Officer
- 1 Full Time Student - Ph.D.
- 1 Director of Security - JJCCJ
- 1 Criminal Investigator - IRS
- 1 Housing Police Patrolman
- 1 Income Maintenance Specialist - Dept. of Social Services
- 1 Comptroller - New York Infirmary
- 1 Senior Chemist - New Jersey State Police Lab
- 1 Assistant Senior Resident Agent - Naval Investigative Service Officer
- 1 Commissioner of Public Safety - Wilmington, Delaware

The following information was acquired from friends of graduates who did not answer questionnaires:

- Of the 19 BACCALAUREATE GRADUATES
 7 are enrolled in the MA Criminal Justice Program
 1 Harvard Law School Student
 1 Brooklyn Law School Student

Job category breakdown

- 3 NYCPD Employees
- 1 Transit Police Employee
- 2 Retail Security
- 1 Campus Security - Assistant Director - also Professor in Security
- 1 Program Evaluator - N.Y.C. Dept. of Corrections
- 1 Manager - Retail Firm
- 1 Counselor - Spofford Juvenile Center
- 1 Dept. of Immigration - Agent
- 1 Retail Personnel
- 1 F.B.I. Secretary
- 1 College Assistant - Instructional Services
- 1 REA - Office Personnel

Of 3 MASTERS Candidates

- 1 Campus Director of Security JJCCJ
- 1 Instructor - Sociology - JJCCJ & Brooklyn College
- 1 Instructor - Community College of Philadelphia

APPENDIX III -- MICHIGAN STATE UNIVERSITY

At Michigan State University, a more elaborate questionnaire was sent to the graduates of its School of Criminal Justice. The study was part

of a coordinated research project conducted by the School of criminal justice education. The School received a grant from the Michigan State Planning Agency, the Office of Criminal Justice Programs, in order to conduct systematic planning and research in a number of areas. To plan effectively in the areas of criminal justice education there must be a clear understanding and knowledge of what happens to the student following graduation. A review of the literature revealed that there have been relatively few studies done that have been concerned with the graduates of criminal justice programs.

In an effort to cast more light on this subject area, the project staff conducted a survey of the School's graduates to gather information concerning placement and utilization of its graduates, as well as their views toward issues related to criminal justice education. The population surveyed was the total number of graduates of Michigan State University who majored in criminal justice (excluding foreign students residing in foreign countries). Consideration of the size and geographical dispersion of the population resulted in the determination that the most appropriate means of data gathering would be accomplished through the use of the mailed, self-administering questionnaire.

After development of the questionnaire, a pre-test was given to a purposive sample of 150 graduates. As a result of the pre-test, revisions were made and the revised questionnaire was sent to 1,822 graduates. After approximately three weeks a follow-up letter was sent out to those graduates. After approximately three weeks another was sent out to those who did not respond.

As a result of the initial mailing and follow-up, 1,161 questionnaires were returned. Along with this, 91 questionnaires were returned unanswered by the U.S. Post Office as being undeliverable. This represented a useable return percentage of 67.1.

The results of the survey are indicated in the following charts.

ALL PERCENTAGES WERE ROUNDED TO NEAREST WHOLE NUMBER

GENERAL INFORMATION

Section 1:

1. Age	N	%	Age	N	%	Age	N	%
Under 25	141	12	35-39	198	17	50-54	51	4
25-29	249	22	40-44	184	16	55-59	28	2
30-34	216	19	45-49	77	7	60-Above	2	0

2. Sex	N	%
Male	1054	92
Female	94	8

3. Race	N	%	Race	N	%	Race	N	%
Caucasian	1127	98	Mex. American	2	0	Oriental Amer.	4	0
Negro/Black	9	1	Amer. Indian	1	0	Foreign Stud.	5	0

4. State of Residence	N	%	State of Residence	N	%
Alabama	1	0	Nebraska	2	0
Alaska	2	0	Nevada	3	0
Arizona	8	1	New Hampshire	1	0
Arkansas	1	0	New Jersey	16	1
California	63	6	New Mexico	2	0
Colorado	13	1	New York	27	2
Connecticut	7	1	North Carolina	3	0
Delaware	1	0	North Dakota	3	0
Florida	27	2	Ohio	44	4
Georgia	24	2	Oklahoma	3	0
Hawaii	5	0	Oregon	2	0
Idaho	2	0	Pennsylvania	18	2
Illinois	64	6	Rhode Island	1	0
Indiana	10	1	South Carolina	3	0
Iowa	5	0	South Dakota	2	0
Kansas	7	1	Tennessee	7	1
Kentucky	5	0	Texas	17	2
Louisiana	1	0	Utah	2	0
Maine	3	0	Vermont	0	0
Maryland	26	2	Virginia	47	4
Massachusetts	10	1	Washington	10	1
Michigan	548	48	West Virginia	5	0
Minnesota	7	1	Wisconsin	24	2
Mississippi	4	0	Wyoming	0	0
Missouri	18	2	Washington, D.C.	4	0
Montana	0	0	Foreign Country	30	3

EDUCATIONAL INFORMATION

Section 2:

1. Year of Graduation -(M.S.)	N	%	Year	N	%	
1960	2	1	1966	23	14	
1961	1	1	1967	18	11	
1962	0	0	1968	19	12	
1963	3	2	1969	14	9	
1964	15	9	1970	24	15	
1965	11	7	1971	33	20	
				Total	163	101

* Nine-hundred eighty-six did not respond.

(cont'd)

Year of Graduation -(B.S.)

Year	N	%	Year	N	%
1938	1	0	1955	18	2
1939	12	1	1956	32	3
1940	7	1	1957	34	3
1941	12	1	1958	41	4
1942	5	0	1959	46	4
1943	10	1	1960	36	3
1944	1	0	1961	40	4
1945	0	0	1962	42	4
1946	0	0	1963	34	3
1947	13	1	1964	55	5
1948	8	1	1965	42	4
1949	19	2	1966	50	5
1950	21	2	1967	58	6
1951	19	2	1968	65	6
1952	25	2	1969	61	6
1953	34	3	1970	64	6
1954	31	3	1971	99	10
			Total	1036	97

* One-hundred thirteen did not respond.

- Degree(s) received from School of Criminal Justice:
Bachelors: N=975 %=85 Masters: N=112 %=10 Both: N=60 %=5
- Area of specialization in School of Criminal Justice:

	N	%		N	%
Law Enf. Administration	756	67	Criminalistics	24	2
Security Adm. (Ind. Sec.)	168	15	Delinq. Prev. & Control	111	10
Correctional Admin.	51	5	Highway Traffic Admin.	21	2
- If you had to do it over again, would you choose the same area of specialization?
Yes: N=874 %=79 No: N=238 %=21
- If you had to do it over again, would you choose the criminal justice area as your college major?
Yes: N=868 %=77 No: N=260 %=23
- Were you satisfied with the criminal justice curriculum while attending MSU?
Yes: N=825 %=73 No: N=300 %=27
- Have you received a graduate degree or law degree from another MSU School or Department or from another educational institution?
Yes: N=155 %=14 No: N=986 %=86

POST-COLLEGE INITIAL PLACEMENT INFORMATION

Section 3:

- What did you first do after graduation from School of Criminal Justice (School of Police Administration and Public Safety) with a BS degree?

	N	%		N	%
Doesn't apply to me. Received only MS degree.	110	10	Took job in CJ agency.	351	31
Became a grad student.	63	6	Ret'd to my job in CJ agency.	58	5
Cont'd my military serv.	61	5	Took job in agency related to CJ.	158	14
Entered military service.	171	15	Took job in agency unrelated to CJ.	126	11
			Other	44	4

2. What did you first do after graduation from the School of Criminal Justice (School of Police Administration and Public Safety) with a MS degree?

	N	%
Does not apply to me. Received only BS degree.	943	84
Continued my graduate studies toward an advanced degree.	18	2
Continued my military service.	45	4
Entered military service.	4	0
Took a job in a criminal justice agency.	32	3
Returned to my job in a criminal justice agency.	36	3
Took a job in an agency related to criminal justice.	25	2
Took a job in an agency unrelated to criminal justice.	10	1
Other.	16	1

3. Your degree(s) held when taking your first job:
 Bachelor: N=1032 %=94 Masters: N=53 %=5 Doctorate: N=9 %=1

4. How did you obtain your initial major employment after leaving MSU?

	N	%		N	%
MSU Placement Bureau.	81	7	By personal means.	700	63
School of CJ Job File.	38	3	Other.	241	22
Thru univ. faculty member.	54	5			

5. Initial Job Placement

	N	%		N	%
<u>Public Law Enforcement</u>				608	53
<u>Police</u>					
Federal	105	9			
State	53	5			
County	32	3			
Municipal	218	19			
Subtotal	408	36			
<u>Corrections</u>					
Federal	3	0			
State	49	4			
County	58	5			
Municipal	2	0			
Subtotal	112	9			
<u>Private Law Enforcement</u>				143	13
<u>Non-Law Enforcement</u>				222	19
Non-Related	170	15			
Criminal Justice Related	52	5			
Subtotal	222	20			
<u>Career</u>					
<u>Military</u>				142	12
Non-Related	19	2			
Crim. Justice Related	123	11			
Subtotal	142	13			
<u>No Initial Employment</u>				28	2
			Total	1143	99

* Six did not respond.
 ** Eighty-eight responses (8%) to the public law enforcement category were classified as "other".

6. Your initial placement with the organization was:

	N	%
A specialized position (research/planning, criminalistics, etc.)	103	10
A supervisory position.	107	10
An administrative position.	62	6
At level of operation (e.g., patrolman, corrections officer).	640	62
Other.	117	11

7. Were you pleased with the level of this initial employment?

	N	%		N	%
Thoroughly satisfied.	711	69	Somewhat dissatisfied because		
Satisfied but expected higher position.	153	15	of low position.	105	10
			Thoroughly dissatisfied.	58	6

8. If your initial placement was at level of operation, how long was it before you were promoted or assigned to specialized, supervisory, or administrative position?

	N	%		N	%
Less than 1 year.	122	13	More than 4 years.	103	11
1-2 years.	126	13	Haven't been promoted or		
2-3 years.	57	6	reassigned as of yet.	133	14
3-4 years.	40	4	Not applicable.	391	40

9. Was there a lateral entry policy in the agency/organization that hired you?
 Yes: N=313 %=32 No: N=673 %=68

10. Was there a pay incentive program for personnel taking college credit courses?
 Yes: N=180 %=18 No: N=828 %=82

11. Did your employer have any managerial/internship trainee program for college graduates?
 Yes: N=317 %=32 No: N=687 %=68

12. Were there any difficulties in getting your initial job that you feel were attributable to your criminal justice or police administration degree?
 Yes: N=69 %=7 No: N=963 %=93

13. Did all newly hired personnel start at the same entry level regardless of their level of education? Yes: N=629 %=62 No: N=386 %=38

14. Do you feel your college training was best utilized through your initial job placement? Yes: N=640 %=62 No: N=394 %=38

15. Do you feel your education has enabled you to progress more rapidly in your career than your fellow employees who lack your educational qualifications? Yes: N=680 %=68 No: N=327 %=32

16. How well do you feel your college major prepared you for your initial job placement?

	N	%		N	%
Extremely well	230	22	Inadequately	101	10
Adequately	630	60	Cannot say	88	8

17. How well prepared were you to assume your job responsibilities in comparison with your fellow workers?

	N	%		N	%
Extremely well	442	42	Inadequately	21	2
Adequately	533	51	Cannot say	53	5

18. Initial entrance salary for your first job placement after graduation from MSU?

	N	%		N	%		N	%
Less than \$6,000	457	43	\$10,000-\$11,999	76	7	\$16,000-\$17,999	3	0
\$6,000-\$7,999	266	25	\$12,000-\$13,999	30	3	\$18,000-\$19,999	4	0
\$8,000-\$9,999	203	19	\$14,000-\$15,999	15	1	\$20,000-Over	1	0

19. Were you satisfied with your initial entrance salary?
 Yes: N=573 %=64 No: N=376 %=36

PRESENT EMPLOYMENT INFORMATION AND VIEWS
 TOWARD SELECTED ISSUES IN CRIMINAL JUSTICE

Section 4:

1. Is your present job with the same agency/organization that initially hired you?
 Yes: N=553 %=50 No: N=554 %=50

2. Graduates' Present Employment

	N	%		N	%
<u>Public Law Enforcement</u>				510	45
<u>Police</u>					
Federal	118	10			
State	61	5			
County	28	3			
Municipal	152	13			
Subtotal	350	31			
<u>Corrections</u>					
Federal	3	0			
State	56	5			
County	42	4			
Municipal	1	0			
Subtotal	102	9			
<u>Private Law Enforcement</u>				84	7
<u>Non-Law Enforcement</u>				360	32
Non-Related	284	25			
Criminal Just. Related	76	7			
Subtotal	360	32			
<u>Career</u>					
<u>Military</u>				119	11
Non-Related	28	3			
Criminal Just. Related	91	8			
Subtotal	119	11			
<u>Unemployed</u>				47	4
<u>Student</u>				13	1
			Total	1133	100

* Sixteen did not respond.

** Forty-eight responses (5%) to the public law enforcement categories were classified as "other".

3. Are you pleased with your present position?

	N	%		N	%
Thoroughly satisfied	433	40	Somewhat dissatisfied	172	16
Satisfied	447	41	Thoroughly dissatisfied	44	4

4. In your current position, to what extent do you feel your criminal justice education is being utilized?

	N	%		N	%
Extremely well	269	25	Inadequately	190	17
Adequately	453	42	Not at all	179	16

5. If you have left law enforcement work altogether, what was the major reason for leaving? - - - The two reasons most frequently mentioned were (1) low salary, and (2) lack of opportunity, that is, for advancement and creative change.

6. Approximate annual salary now:

	N	%		N	%		N	%
Less than \$6,000	33	3	\$10,000-\$11,999	152	14	\$16,000-\$17,999	120	11
\$6,000-\$7,999	32	3	\$12,000-\$13,999	177	16	\$18,000-\$19,999	80	7
\$8,000-\$9,999	76	7	\$14,000-\$15,999	173	16	\$20,000-above	238	22

7. Are you satisfied with this salary? Yes: N=648 %=60 No: N=425 %=40

8. Based on your own experience, rank in order of their importance the factors you consider most detrimental to recruitment of college graduates into criminal justice field. (1 being most detrimental, to 8 being least detrimental.)

	Ranking Order	Mean
Graduates of degree programs usually start on lowest step of law enforcement agency ladder.	1	3.16
Pay scales in criminal justice work.	2	3.17
Social status of criminal justice employment.	3	4.07
Civil service laws.	4	4.56
Opposition to college-educated personnel on part of administrators in criminal justice agencies.	5	4.63
Unrealistic expectations of graduates.	6	4.82
Danger involved in some kinds of law enforcement.	7	5.63
Employee unions.	8	5.90

9. How would you rank these various agencies in their effort toward recruiting college graduates? (1 being the greatest effort, to 5 being least effort.)

	Ranking Order	Mean
Public law enforcement (federal level).	1	1.97
Non-law enforcement.	2	2.77
Public law enforcement (state and local level).	3	3.93
Military.	4	3.45
Private law enforcement.	5	3.57

10. How would you rank these agencies in their effort to place college graduates in positions commensurate with their education? (1 being the greatest effort, to 5 being the least effort.)

	Ranking Order	Mean
Public law enforcement (federal level).	1	2.34
Non-law enforcement.	2	2.45
Military.	3	3.17
Private law enforcement.	4	3.20
Public law enforcement (state and local level).	5	3.82

11. Should personnel performing specialized functions not involving a need for general enforcement power be hired for their talents and abilities without regard to prior criminal justice experience? Yes: N=788 %=74 No: N=275 %=26

12. Do you feel your agency or organization would benefit by having a lateral entry policy for recruitment of college-educated personnel at certain job positions? Yes: N=633 %=68 No: N=293 %=32

13. Would it be desirable to have internship/understudy programs in your agency in order to develop lateral entry programs? Yes: N=557 %=64 No: N=311 %=36

14. Should criminal justice agencies give special consideration (entry level, salary, promotional eligibility, etc.) to the educational qualifications of individuals? Yes: N=933 %=87 No: N=137 %=13
15. Should there be a difference in initial job entry between the degree holder and the non-degree holder? Yes: N=733 %=71 No: N=298 %=29
16. Should there be a difference in initial job entry between the undergraduate degree holder and the graduate degree holder? Yes: N=601 %=59 No: N=414 %=41
17. Do you feel most all criminal justice personnel should be required to have a college degree? Yes: N=528 %=49 No: N=550 %=51
18. Should criminal justice agencies take immediate steps to establish a minimum requirement of a baccalaureate degree for all supervisory/executive positions? Yes: N=678 %=65 No: N=370 %=35

*** It has been said the thrust of the criminal justice program at MSU is to prepare students who intend to enter law enforcement agencies for positions primarily at the administration level; but according to the literature, most students begin their law enforcement careers at the level of operation. Thus, do you feel the School of Criminal Justice should:

19. Change their thrust toward preparing students for positions at level of operation? Yes: N=451 %=43 No: N=590 %=57
20. Leave the preparation at the level of administration to the graduate level of study: Yes: N=358 %=35 No: N=673 %=65
21. Leave the program unchanged? Yes: N=407 %=43 No: N=547 %=57
(A majority of graduates feel there should be an "integration of both the operational and administrative approaches "to criminal justice education.")
22. Do you feel the School should take a much more active part in helping place students in the criminal justice field? Yes: N=926 %=89 No: N=110 %=11
23. Overall, do you feel your college education has been positive, negative, or neutral influence on your career?
Positive: N=977 %=99 Negative: N=14 %=0 Neutral: N=31 %=0

END