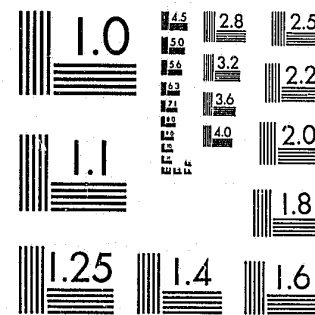


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# Federal Probation

- Combining Incarceration and Probation ..... Nicolette Pankil
- Unpublished Data, Tentative Conclusions, and the Federal Probation System ..... Raymond L. Parnas
- About Plea Bargaining in the Federal Probation System ..... Walter L. Barkdull
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All phases of preventive and correctional activities in delinquency and crime come within the fields of interest of FEDERAL PROBATION. The Quarterly wishes to share with its readers all constructively worthwhile points of view and welcomes the contributions of those engaged in the study of juvenile and adult offenders. Federal, state, and local organizations, institutions, and agencies—both public and private—are invited to submit any significant experience and findings related to the prevention and control of delinquency and crime.

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## This Issue in Brief

**Combining Incarceration and Probation.**—The judicial combination of incarceration and probation can be achieved through a number of different alternatives: split sentences, mixed sentences, shock probation, intermittent confinement, diagnostic studies followed by probation, modification of a sentence of incarceration to probation, bench parole, and jail as a condition of probation. This article, by Nicolette Parisi of Temple University, describes the history behind these hybrids and the views of major commissions and model sentencing acts toward these judicial alternatives.

**Empirical Data, Tentative Conclusions, and Difficult Questions About Plea Bargaining in Three California Counties.**—Many observers of the plea bargaining process have long maintained that the system often works to penalize a defendant for exercising his right to trial while concomitantly depriving the public of needed protection through lenient sentencing. Until recently, however, few efforts have been made to collect data in order to verify this and other criticisms of the plea negotiation process. Asserting that any changes in the current law surrounding plea bargaining should be based on solid data, Raymond I. Parnas, professor of law, University of California at Davis, offers a preliminary analysis of empirical data collected by California's Joint Committee for Revision of the Penal Code during a unique survey of the plea negotiation procedures followed in three California counties.

**The Determinate Sentence and the Violent Offender: What Happens When the Time Runs Out?**—With a true determinate sentence such as California's there are prisoners who remain mentally ill when their term ends and they must be released, reports Walter L. Barkdull, assistant

director of the California Department of Corrections. Civil commitment procedures in California have proved inadequate for their treatment and control, he adds. While a legislative solution continues to be sought, the intervening experience has demonstrated both the need for a formal period of parole supervision for that kind of releasee and its capability to assist and control a particularly difficult type of offender.

**Danish Use of Prisons and Community Alternatives.**—The Danish criminal justice system represents an unusual combination of practical justice and humane treatment of offenders, with-

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out having to resort to extensive use of very costly prison confinement. Mark Umbreit, executive director of PACT, Inc., examines the more limited use of prisons in Denmark than in the United States. Reference is made to a cross cultural analysis of crime rates and sentencing patterns, as well as identifying the extremely humane conditions of Danish prisons. He goes on to provide a brief survey of community alternatives in Denmark.

**Criminal Justice Education: A Question of Quality.**—Professor Reed Adams of the University of North Carolina at Charlotte notes a lack of information regarding the nature, process, or demographic aspects of criminal justice education and discusses a recent critical assessment (Sherman, 1978) of some aspects of criminal justice education. A survey of criminal justice programs and faculty in North Carolina is reported as one aspect of the needed description of the field, and as one means of judging the quality of one aspect of criminal justice education.

**Speech-Language Services for Youthful and Adult Offenders.**—Limited research suggests that the incidence of communicative disorders (speech, language, and hearing) among incarcerated juvenile and adult offenders exceeds that predicted within a comparable nonincarcerated group, according to Dr. Joyce S. Taylor, chairperson, Department of Speech Pathology and Audiology, Southern Illinois University, Edwardsville. The purpose of her article is to acquaint correctional practitioners with diagnostic and habilitative/rehabilitative services available to offenders with communicative disorders and to identify community resources for continual intervention.

**Victims and Delinquents in the Tulsa Juvenile Court.**—In 1975, the Juvenile Court in Tulsa, Oklahoma, formalized procedures by which some offenders were required to make restitution to their victims, engage in community service, and

meet and apologize to their victims. The program is staffed by two victim coordinators who, between December 1, 1975, and November 30, 1978, have provided services to 251 victims and 291 offenders. The program is described and an analysis done of the characteristics of youth referred, the characteristics of victims, and the nature of the obligations imposed upon the youth.

**Toward Job-Related Inservice Training in Corrections: Reflections on Designing Training Programs.**—The purpose of an inservice training program is to increase the professional competence of the staff, and to improve the quality of the service. In reality, inservice is often used, or rather misused, to meet the organizational needs of the department or the administration. This article by Professor Yona Cohn offers a design to develop a job-related training program where the following questions are asked and answered: What knowledge, attitudes, and skills are needed to perform the job? Which of these qualities do the staff already have, and which are lacking? What teaching methods are needed to fill in the gaps?

**Case Planning in the Probation Supervision Process.**—It has been said, "If you don't know where you are going, any old route will do." In his article on supervision planning, Chief Probation Officer Al Havenstrite introduces a systematic approach to this much neglected area of the probation and parole supervision process. The supervision plan should address not only assessment of needs and developing of goals, but the establishment of priorities, development of action steps and establishment of time frames. In utilizing a systematic approach, the author provides the practitioner with tools which are applicable to the individual caseload or for department-wide planning. Emphasis is on practical goals and action steps which can be measured, verified, and which are realistically attainable during a period of probation or parole supervision.

All the articles appearing in this magazine are regarded as appropriate expressions of ideas worthy of thought but their publication is not to be taken as an endorsement by the editors or the federal probation office of the views set forth. The editors may or may not agree with the articles appearing in the magazine, but believe them in any case to be deserving of consideration.

## Criminal Justice Education: A Question of Quality

BY REED ADAMS, PH.D.

Associate Professor of Criminal Justice, University of North Carolina at Charlotte

FEAR LESS is known of demographic and organizational aspects of educational activities in general and academic criminal justice in particular than would be expected considering the considerable sums of money invested in their development. Indeed, it is interesting to note that those very individuals responsible for wide ranging criticisms of our society question so very little about their own activities. While this is true in varying degrees of all academic disciplines, it is certainly true in the case of criminal justice. As evidenced by the Misner report (Misner, 1978), few criminal justice educators would deny the compelling need to learn more about the structure and nature of criminal justice education. Minimally, the phenomenal growth of criminal justice education (Foster, 1974; Hoover, 1975; IACP, 1978; Wool and McKernan, 1976) requires that efforts be made to document the development of our discipline.

Tenny (1971) documented a less than desirable level of academic achievement among criminal justice faculty members shortly after the widespread growth of programs began. Yet, it is not clear if the situation has improved since that time. However, one report (Sherman, 1978) concerned with such matters has attracted considerable attention in both the popular and the academic press (McGrath, 1978). Moreover, it has generated a sufficient response among those concerned with criminal justice education that a national conference was sponsored by the Law Enforcement Assistance Administration to consider the issues raised by the report. Although the report dealt at length with many educational matters, that aspect of the report attracting the greatest response involved its critical assessment of some criminal

justice programs. The criticism, focusing on associate degree programs, concerned such matters as the quality, content and purpose of instruction, the academic qualifications of faculty, and the full-time/part-time employment status of faculty.

### Research Questions

The North Carolina Criminal Justice Education and Training System Council<sup>1</sup> received a legislative mandate to plan a "criminal justice education and training system" (Tucker, 1978). In preparation for the development of that plan, a survey of criminal justice programs in North Carolina was designed. It was hoped such an analysis might provide a framework about which planning for the deployment of existing resources, and judgments about changes in the North Carolina system might be secured. Also, it was anticipated the findings of such a survey might provide a partial answer to the questions raised by Misner (1978) and Sherman (1978).

### Method

In 1968 a questionnaire was mailed to all schools in North Carolina offering degree programs categorized by the HEGIS classification system as "Law Enforcement and Corrections," and to programs offered under other disciplinary labels but oriented to some element of criminal justice. A "criminal justice" degree program, for example, would be included in the former category, and a "sociology" degree with a "law enforcement option" would be among the latter. It is important to recognize some of the criminal justice related programs were in the process of changing to criminal justice programs. The distinction, therefore, in many instances was more one of semantics than substance.

The questionnaire was followed by a reminder letter. Those schools not responding to the letter received personal phone calls, and in some instances a letter to the chief administrator of the schools. This was continued until the total sample had responded.

<sup>1</sup> The writer is indebted to Sue Lyons and Alice Ratcliff of the North Carolina Justice Academy who provided valuable suggestions and assistance. Chief Melvin Tucker, chairman of the North Carolina Criminal Justice Education and Training System Council, provided the leadership for the writing of a State plan for criminal justice education, of which this survey served as one part. Belinda McCarthy provided valuable criticisms of the paper. Harry Allen, Peter Leins, Harold Vetter, Christine Rasche, William Mathias, Richard Myren, and Gordon Misner provided valuable insights into criminal justice education. An earlier draft of this paper was presented at a seminar of the National Symposium on Higher Education for Police Officers held February 7, 1979, in Washington, D.C.

### Subjects

All educational institutions reporting to offer a criminal justice degree program of some type returned the questionnaire. Of the 58 respondents, 43 were criminal justice programs in community colleges and technical institutes. Of the remainder, six were baccalaureate level criminal justice programs, and nine were baccalaureate level programs in related disciplines. Nine of the baccalaureate level programs were located in the state university system and six were in private schools. Many were new programs, although some had been in existence for nearly a decade. Almost all respondents completed the questionnaire completely, although a small minority did not.

### Results

**Program Dimensions.**—Programs were requested to report the number of majors enrolled and the number of individuals holding faculty rank in the programs for the years 1974 through 1978. The number of students increased from 3,383 ( $x=97$ ) in 1974 to 6,302 ( $x=109$ ) in 1978. The baccalaureate degree programs showed the largest growth in terms of the percent increase in students and in the average size of the programs.

It was noted the criminal justice programs experienced a peak during the 1975-76 period. Yet, some programs reported significant reductions while others indicated substantial growth for the entire 1974-78 period. Also, anecdotal information suggested profound changes in the nature of the student bodies occurred during the 1974-78 period. Initially criminal justice students were primarily white male inservice police officers, yet such students had become a minority.

The absolute number of individual faculty members employed in associate degree programs decreased while the number in baccalaureate degree programs increased. The same was true in regard to the average faculty size. In 1978, 134 individuals held rank in faculties averaging 2.3 members in size.

**Demographic Characteristics of Students.**—Most students were white males, attending school full-time before beginning a career. The average proportion of females and full-time students enrolled in associate degree programs was less than that found in baccalaureate programs. That most students were full-time, preservice individuals even in the associate degree programs

was felt to have implications for planning. That criminal justice programs in predominantly white schools attracted substantial numbers of non-whites was felt to have significant implications for affirmative action policy.

**Faculty Characteristics.**—The baccalaureate programs employed a higher average percentage of full-time faculty than did the associate degree programs. Also, the baccalaureate degree programs employed more faculty holding advanced academic degrees than did the associate degree programs. It is important to note that at least 31 individuals holding less than a baccalaureate degree were employed on the faculty of some associate degree programs. The average percent of faculty holding doctorates, J.D.'s, master's, and baccalaureate degrees as their highest degree, in all baccalaureate degree programs combined was 42 percent, 10 percent, 45 percent, and 1 percent, respectively. Most faculty in baccalaureate degree programs held a terminal degree and none held less than the baccalaureate degree.

**Comparison of Program Types.**—Baccalaureate degree programs were found to differ considerably from associate degree programs on several levels. The former had more full-time and more female students. However, the average percent of nonwhite and preservice students in the baccalaureate degree programs was about the same as in the associate degree programs. Pronounced differences between associate and baccalaureate programs in faculty qualifications and faculty status were noted. The average percent of full-time faculty for all baccalaureate degree programs combined was 77 percent, while the associate degree programs reported an average percent of full-time faculty of only 43 percent. Also, the baccalaureate degree programs reported 55 percent of the faculty held some form of a terminal degree, while only 23 percent of the faculty of the associate degree programs were so described. Differences between associate and baccalaureate degree programs are shown in table I.

**Curriculum.**—Most majors offered by criminal justice programs were identified as "police science," "corrections," and "criminal justice." Most criminal justice courses dealt with law enforcement and corrections. Very few courses dealing with the courts, law, juvenile justice, criminalistics, or criminal justice research were offered.

The average number of semester hours required in criminal justice courses ranged from 33 in the criminal justice related programs to 43 in the

TABLE I.—Associate and baccalaureate degree programs compared, spring 1978

	All Associate ( $\bar{x}\%$ )	All Baccalaureate ( $\bar{x}\%$ )	All Programs ( $\bar{x}\%$ )
Full time students	69%	79%	72%
Female	21%	37%	26%
Inservice	31%	25%	29%
Non-white	30%	31%	30%
Full time Faculty	43%	77%	52%
Faculty holding doctorate	3%	42%	13%
Faculty holding baccalaureate only	42%	1%	32%
Faculty holding less than baccalaureate	12%	0%	9%

associate degree programs. The associate degree programs required more criminal justice hours than did the baccalaureate degree programs, yet the total number of hours required for graduation from an associate degree program was approximately one-half that required by a baccalaureate program. The mean of 43 criminal justice hours in the associate degree programs, therefore, constituted a vastly larger amount of the coursework required for graduation than the fewer hours in criminal justice required as part of the baccalaureate programs. Also, if a student transferred from an associate degree program to a baccalaureate degree program, such a large segment of their educational experience would have been devoted to criminal justice coursework that it may be prudent to question if important elements had been missed. This problem may be clearly seen from the distribution shown in table II.

**Interface With Applied Agencies.**—Respondents were asked to indicate if their faculty provided services to the criminal justice system, and if an advisory committee involving practitioners was utilized. Service was described as "research," "workshops and consultation," or "both." Criminal justice agencies were most likely to obtain service from the baccalaureate degree programs and to have input into policy decisions in the associate degree programs.

**Program Evolution.**—The subjects were asked to indicate the direction their program had evolved since its inception. They indicated if it had become "more technical, directed at specific job skills" or "less technical, directed at general education." All but one of the baccalaureate degree programs reporting change indicated the program had become less technical. Of the as-

TABLE II.—Curriculum components across academic areas, by program type, spring 1978

	Criminal Justice Programs (4 years)	Criminal Justice Programs (2 years)	Criminal Justice Related Programs (4 years)	All Programs
$\bar{x}\%$ in C/J	29%	57%	21%	49%
$\bar{x}\%$ in humanities	29%	13%	25%	17%
$\bar{x}\%$ in social science	26%	17%	27%	20%
$\bar{x}\%$ in social professions	8%	4%	9%	5%
$\bar{x}\%$ in natural science	8%	8%	9%	8%

sociate degree programs reporting change, 55 percent indicated the program had become more technical. However, the remaining associate degree programs responding indicated their programs had become less technical, indicating a possible dichotomy of associate degree programs types.

**Institutional Support.**—One aspect of the widespread growth of criminal justice capturing the attention of most members of the profession has been that of institutional support. This has been tied to the efforts to secure for the discipline an equal position among the social sciences (Adams, 1976; Lejins, 1970; Misner, 1978). Also, it has been argued that many schools have welcomed the students and resources attracted by criminal justice programs, but have been unwilling to support such programs adequately. Other academic disciplines, less willing to acknowledge the social and academic desirability of criminal justice programs than the possible threat they might present for student recruitment and resource allocation, have sometimes presented major resistance to criminal justice program development (Adams, 1976; Lejins, 1970). Such resistance may have contributed to any lack of institutional support criminal justice programs have received.

Evidence of inadequate support was seen in the correlation of the change in faculty size from the inception of the program to 1978 with the change in the number of criminal justice majors for that same period. An overall correlation (all programs) of 0.04 was obtained. Programs identified as "criminal justice," offering a baccalaureate degree reported information producing a correlation of 0.75. Associate degree programs, however, reported information producing the revealing correlation of -0.20.



*The National Advisory Commission on Higher Education for Police Officers*

Some of the information collected as part of this survey relates to issues raised by the National Advisory Commission on Higher Education for Police Officers. In order that the degree of consistency between the North Carolina survey and the national study might be clearly seen, some elements of the National Commission report will be cited.

The North Carolina survey found that most students were preservice, white male students. The national study noted that "... there appears to be a sharp decline in the percentage of students who are in-service officers" (Sherman, 1978, p. 145).

The North Carolina survey found that faculty in associate degree programs were often poorly qualified. The faculty of criminal justice programs were described by the National Commission as "... woefully underqualified" (Sherman, 1978, p. 134). However, the distinction between the quality of associate and baccalaureate degree program faculties was not adequately drawn by the National Commission, so that a picture of inadequacy was cast on all criminal justice programs. This was not only irresponsible and unjustified, but not even consistent with the data of the National Commission report itself. Table II of that report (Sherman, 1978, p. 120) shows 1975-76 full-time criminal justice faculties as having a larger percentage of personnel with no graduate degree than "all faculty nationally 1972-73." However, the variance between the two figures results from the contribution of the associate degree programs. In the case of the baccalaureate degree programs, the percentage of faculty with "no graduate degree" is approximately the same as the national figure, and in the case of "all universities," the full-time criminal justice faculty included *LESS* (4.5% less) faculty with "no graduate degree" than the national figures. Moreover, the other recent major national study of criminal justice education noted "Compared with national higher education statistics, criminal justice has a *higher* than national average of doctorates among the ranks of its faculties" (Misner, 1978, p. 25). Rather than a picture of despair, such results may be considered as a positive development. The unfortunate tendency of the National Commission to interpret its findings in a negative light was also observed in other elements of the report.

The National Commission argued that police technology programs involved an undue specialization in police related courses (Sherman, 1978, p. 81). The North Carolina survey supported that position, finding a large number of police science courses comprising the associate degree curricula. Such was not the case, however, with the baccalaureate degree programs, which included a much smaller percentage of their courses in criminal justice, and involved coursework from the other social sciences, humanities, natural sciences and social professions.

The National Commission identified four criminal justice curriculum typologies (CJ liberal arts, CJ professional, "fusionist" liberal art professional, and police technology) plus a "general education" model. Reporting a survey of the frequency with which such curriculum typologies occurred, they concluded that "The criticism of excessive vocationalism is less valid today than it was say, five years ago" (Sherman, 1978, p. 83). Then, on the basis of a survey of criminal justice textbooks, classified by degree of abstraction, they argued "... the reported death of excessive vocationalism ... may have been somewhat exaggerated" (Sherman, 1978, p. 85). Such a conclusion was mitigated, however, by the fact that the book survey involved only a 24 percent response rate. Moreover, of those responding and listing books, only 80 percent of the books identified were classified. Also, the categories of book types were not sharply drawn, so that some categories might have been divided or collapsed. Finally, although their data included information on school type (Sherman, 1978, p. 85) categorization of curriculum abstraction level was not made on the variable of associate/baccalaureate degree level. The North Carolina survey did categorize by associate/baccalaureate degree level, and found a considerable difference between the two types: the baccalaureate degree programs had become *less* technical over the past several years, while associate degree programs had become *more* technical. This was consistent with the other findings of the National Commission and the Misner report, and suggested the National Commission's position that criminal justice programs, *considered as a totality*, were "... far too narrow" (Sherman, 1978, p. 86) was misleading.

The National Commission found that police departments and criminal justice programs often have a close relationship. The North Carolina survey supported that finding, but specified that

a greater degree of control by police departments of academic curricula occurred in the case of the associate degree programs than baccalaureate degree programs. Again, however, that distinction may not have been adequately drawn by the National Commission. The North Carolina survey suggested that in most cases of formal contact between baccalaureate degree programs and police agencies, the contact was constructive, providing research data and service opportunities, involving police officers who might not otherwise have enrolled in education programs, and providing faculty with a valuable perspective on their subject matter. Such contact leading to constructive change is, after all, one of the major goals specified by the National Commission.

Many other issues were raised by the National Commission—far too many for this article to respond to each one. However, several general themes ran throughout the National Commission's report which might be considered from the perspective of the North Carolina survey.

It appeared the National Commission argued as follows, for the central thrust of their report:

- (1) Police systems should be changed.
- (2) Education of police personnel will produce change in the police system.
- (3) Criminal justice programs do not provide an adequate educational experience to produce the necessary change.

THEREFORE:

- (4) Technical aspects of criminal justice education should be terminated, other elements change to a more scholarly posture, and other disciplines more heavily involved in police education. Decisions regarding educational policy based on these positions, as expressed in the National Commission's report, might consider several aspects of the report and perspectives on its interpretations that might not be readily apparent.

Although the reader might be lead to believe otherwise, some fundamental positions of the report were not adequately documented and did not proceed from a sound empirical base. For example, consider the National Commission's implication that a criminal justice major is *not* a more desirable major than that of some other social sciences. The effects of education are simply too confounded by the effects of other variables and the research literature on that topic is not sufficiently complete to justify such a position (Smith, 1978; Carter, et al., 1978). While a close reading of the report will indicate the Commis-

sion intended to convey the idea that criminal justice should not be the *sole* major for police, that police should be drawn from many majors, of which an important, crucial one was criminal justice, such an interpretation is unlikely to be made given the manner in which the idea was presented. A more realistic assessment of existing knowledge related to the effects of academic major would likely conclude there is far more justification for students receiving a criminal justice major than was apparent from the National Commission report. The tendency of the report to generalize beyond the limits of the data cited was noted throughout the report.

Some of the positions stated in the report were inaccurate. For example, it reported that one reason for preservice education was that the need to educate existing police had been answered. That was not shown to be true. Also, a recent survey in North Carolina (Adams, 1978) found the largest proportion of law enforcement personnel in that State had not received an adequate education. Moreover, the information presented by the National Commission did not indicate police generally had received a *basic* education, only that a substantial number had been exposed to higher education. Also, there was a naivete to some positions, as in the discussion of incentives for police to attend school. If it is agreed it is desirable to attract police personnel into university curricula, it is unreasonable to assume they will turn out in substantial numbers solely on the basis of intellectual curiosity, and for majors that are not of interest to them. Had that been true, they would have attended college prior to the advent of the widespread criminal justice curricula, but they did not.

The National Commission confused some of their arguments by failing to distinguish among some important variables. Arguing that criminal justice majors do not get a liberal education failed to distinguish the effects of the major courses from the effects of the entire program. Students in baccalaureate programs are involved in courses offered by other disciplines. Also, most programs in the social sciences require that students complete a program of general education unrelated to the major. Such students *do* receive a liberal education. As another example, arguments for the urgency to involve police in full-time residency programs ignores the probable interaction effect of "residence experience" and "age." The effects of being a full-time student are likely to be greater

in the case of the young adult than in the case of the mid-career individual. Considerations of such obvious effects would have made the arguments of the National Commission much stronger. Another example of confusion among issues was apparent in the unsubstantiated charges of mismanagement of the LEEP program. While the National Commission argued the *administration* of the program had been poorly handled, the areas cited requiring change involved only *policy* issues. While policy is a matter of individual judgment, inadequate management involves specific mishandling of situations. Failure to provide evidence for such an argument lends credibility to the change the critical aspects of the report may have been political or ideologically biased in nature (ACJS, 1979, p. 5).

The position that LEEP funds should be unrestricted is difficult to defend. That position seemed to be based on the argument that inservice officers are familiar with all important law enforcement issues, and do not require additional exposure to them, needing only the development of analytic skills. This is not consistent with the National Commission's position that on-the-job experiences are not adequate for either academic credit or faculty qualifications. To reverse positions in such a fashion reduces the credibility of the entire report. A more defensible position for the Commission to have taken would have involved denial of on-the-job experiences as appropriate for academic credit, faculty qualifications, and as experiences producing abstract, scholarly understanding of criminal justice issues. Students completing the criminal justice as liberal arts curricula not only develop broad problem-solving skills, wide appreciation of the world about them and its issues, and other attributes of the liberal arts experience, but also have experience in the application of such skills to complex criminal justice problems. Also, in contrast to the works cited by the National Commission, at least one research project has indicated that most criminal justice majors find employment in the criminal justice system (Adams, 1977). It is appropriate to restrict the use of LEEP funds to those programs and students best equipped to utilize them as anticipated by Congress, and most likely to do so.

That aspect of the National Commission report which appeared to be most misleading, and which will be construed by many as a major blunder by the National Commission, involved its negative

interpretation of the entire field of criminal justice education. This was inappropriate in the case of those academically sound criminal justice baccalaureate and graduate degree programs, identified by the National Commission as "fusionist criminal justice education." Such programs provide not only the liberal arts experience and perspective, and provide general problem-solving skills applicable in a wide range of settings, but also provide an opportunity for study and research about criminal justice matters. The tone of the National Commission's report, however, suggested that criminal justice programs generally failed to provide an adequate educational experience. At the very least, such is the impression many persons may receive from an initial review of the report. Much of the report was useful, constructive, and badly in need of being publicly emphasized. The acknowledgement of the fact that academically inadequate programs, of which there are many, primarily at the associate degree level, should be terminated and certainly not given LEEP funds, encouragement to develop criminal justice in a more scholarly direction, and the development of chairs in criminal justice were all examples of constructive elements of the report. Yet, many programs are presently consistent with the recommendations of the report, both in philosophy and in substance. Individuals representing such programs will applaud the standards endorsed by the National Commission (Mathias, 1979). However, the negative tenor of the report cast a pallor over the field of criminal justice education, at least in the eyes of our colleagues in other disciplines unfamiliar with the actual state of affairs.

Of particular significance was the report's failure to acknowledge the significance of graduate level criminal justice education. The long-term impact of criminal justice education will probably come primarily from the graduate programs, yet the report ignored such issues. Here, as was true throughout the report, the National Commission had an opportunity to encourage the development of criminal justice education, and failed to measure up to that opportunity. In that sense the report will lose its potentially powerful impact.

#### Conclusions

Radical changes in the composition of the student bodies appeared to have occurred over the past several years. If this occurred in North Car-

olina, it is logical to assume it occurred in other states. Also, if the student bodies are now composed of young and inexperienced individuals, the tasks of the programs has changed. The technical coursework is less important than was true when the inservice student predominated. Rather, the task of the programs serving predominately preservice students should be oriented around preparation for general life experiences coupled with applied skills applicable in a wide range of criminal justice settings. Certainly, the preservice student must learn about the criminal justice system, but he/she should also learn generalizable problem-solving skills, and means of maximizing his or her individual potential.

Much needs to be done to improve some criminal justice programs. Some, operating primarily with part-time faculty, without the support of their administration, whose full-time faculty possess marginal or clearly inappropriate academic qualifications, should be terminated. Others, however, have made significant strides beyond the level described by Tenny in 1971. Those programs will probably prosper, and develop into agency-oriented, applied social science programs. The model for this, in clinical psychology, social work, education, and business clearly exist.

Confusion regarding the purpose of criminal justice programs should be faced and resolved. Many associate degree programs see themselves as training programs. Many baccalaureate-degree programs envision themselves as one of several social sciences, but with intimate ties and responsibilities lacking in the other social sciences, to a specific segment of society. The problem for the student caused by this state of affairs was apparent from the distribution of credit hours in various academic areas. Transfer students clearly suffer. In order to resolve this matter, associate degree programs designed as training programs should not sell their programs as "transfer" curricula, but should establish themselves as "terminal" programs. Associate degree programs wishing to offer the freshman and sophomore years of a baccalaureate degree program should provide exactly that, and insure their students receive the prerequisites they require for advanced study.

If it is true that the proper purpose of criminal justice education does not involve technical and job/task specific skills, but rather a more general educational function, why maintain any criminal justice programs? Why not terminate all criminal

justice programs, and reallocate the resources to other social sciences? Certainly strong and compelling arguments have been set forth justifying the termination of many technical associate degree programs or their alteration to terminal curricula. Indeed, there probably are some in higher education who would support such an interpretation of the Sherman (1978) study. However, such a conclusion is not justified from an educational perspective, nor is it consistent with the demands of our society for socially relevant educational programs impinging on the mechanisms of social control. Academically strong criminal justice programs particularly at the graduate level, should be maintained, and strengthened beyond their present level for the following reasons:

(1) Criminal justice curricula will provide a more comprehensive and complete study of crime and the criminal justice system than will "concentrations" within other disciplines. Criminal justice instruction employing multiple perspectives, and focused on the relationship of the elements of the criminal justice system to one another, is unique within the social sciences. It will not be duplicated by disciplines restricted to one methodological perspective or focused on phenomena other than crime. Our society has clearly mandated such study within academe, and criminal justices have indicated their willingness to devote their professional lives to it. Such programs should prosper.

(2) Students, in large numbers, want to study crime, justice, and mechanisms of social control. Sufficient interest exists to justify complete curricula dealing with these topics. Moreover, such interest will encourage personnel in the criminal justice system to enroll in academic programs that might not otherwise enroll, and will attract intelligent, educated personnel to select careers in criminal justice. Criminal justice curricula will do more to improve the quality of criminal justice manpower than will other types of programs.

(3) The existence of structurally separate departments and schools of criminal justice will attract scholars intending to devote their primary efforts to criminal justice matters. Also, such social and organizational structures encourage a focusing of basic research and other scholarly activities around criminal justice issues. Such activities become relegated to a secondary priority by disciplines involving broader concerns, and by individual scholars for whom such interests

compete with non-crime related matters. It is for these reasons that graduate programs in criminal justice take on major significance.

(4) Criminal justice faculties tend to be more agency oriented than do many other academics. Such interchange between the academic institutions and the community benefits both. Of particular importance is the criminal justician's greater propensity to address matters of pragmatic concerns, such as program evaluation, efficiency and effectiveness in the criminal justice system. While other scholars will tend to limit their interest to abstractions and contributions to knowledge generally, criminal justices will tend to include *not only* such matters, but also address ways their research can be used to immediately advance the delivery of services providing social control and justice. Moreover, they are more likely than scholars from other disciplines to conceptualize their responsibilities as involving a change agent role.

(5) The social significance of crime and delinquency justifies the existence of a separate academic department or school focused on such matters, particularly at the graduate level.

If other academic disciplines or structures could bring about the social change called for by the Sherman report, it should have already occurred, for such programs existed for many years before the growth of criminal justice education. Moreover, it is by the use of such organizational structures that other groups have achieved academic goals. Sherman (1978) noted "If a specialized program in police science or criminal justice is offered at all, it should be given the kind of autonomy that other professional education programs have used to flourish intellectually" (p. 15).

Misner (1978) has indicated our profession is at the "end of the beginning." The many programs of good quality attest to the accuracy of his observation. If North Carolina is representative, however, hard decisions should be faced concerning those programs not evolving into sound academic programs. Criminal justice is an academic discipline in the sense economic or political science is an academic discipline. For this to be completely accepted by our colleagues, however, we must be willing to police our own ranks. In that task, the courage of the National Commission to acknowledge the shortcoming of some criminal justice programs and the desirability of a scholarly per-

spective rather than technical one will be useful. Such recommendations, however, are nothing more than the arguments many of us in the field have loudly acclaimed for years.

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