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A Historical Case Study of the Founding of the University of South Carolina's College of Criminal Justice

by

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Bachelor of Arts
University of Toledo, 1977

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University of Toledo, 1991

Submitted in Partial Fulfillment of the Requirements

for the Degree of Doctor of Philosophy in the

College of Education

Department of Educational Leadership & Policies

University of South Carolina

1998

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DEDICATION

This study is dedicated to Susan Georgia Findlay-Jacobs, my father's fraternal aunt. Aunt Susan was a Scottish elementary school teacher for over 40 years in the Toledo City School District. The number of students that Aunt Susan taught and therefore touched in her career was well over a thousand. If it had not been for my after school sessions with Aunt Susan, I would never have left the second grade. Her ability to provide instruction was only exceeded by her ability to make Scottish shortbreads and sugar cookies. I made it Aunt Susan!

ACKNOWLEDGMENTS

A historical study of this type depends a great deal upon the assistance of others. I, therefore, wish to express my sincere appreciation to the individuals who consented to be interviewed even when their schedules may not have supported it: James E. Edwards, DDS (former South Carolina Governor); Reid H. Montgomery, Jr., Ph.D. (USC College of Criminal Justice Professor, the one who started it all); Keith E. Davis, Ph.D. (former USC Provost and present Chair of the USC Psychology Department); Warner M. Montgomery, Ph.D.; Frank Kinard, Ph.D. (former CHE administrator); James R. Metts, M.C.J. (Lexington County Sheriff); George Reeves, Ph.D.; Ellis C. MacDougall, M.A. (former Associate Dean of the College of Criminal Justice); and, William J. Mathias, Ph.D. (first Dean of the College of Criminal Justice).

Special gratitude is extended to my dissertation committee, Michael F. Welsh, William J. Mathias, and Katherine C. Reynolds. A special note of thanks goes to Katherine C. Reynolds, major professor, who always had a word of encouragement and who taught me that "a yard is hard but an inch is a cinch."

An unique kind of gratitude goes out to my family who in their own special way contributed to this study. To my children, Meghan and Michael, who grew up having their dad in school and never complained when dad couldn't always do

the things that most dads did. To my loving wife, Dr. Marsha Kay Lietzow-Findlay, who never gave up on me and knew that I could do it when I felt differently. Finally, to my mom, Dorothy Jane Kincade-Findlay, who always told me that education was the one thing that no one could ever take from me.

ABSTRACT

A Historical Case Study of the Founding of the University of South Carolina's College of Criminal Justice

Mark Paul Findlay

The state of South Carolina entered seriously into providing a criminal justice curriculum in 1974, with the funding of a Graduate School of Criminal Justice at the University of South Carolina. The College of Criminal Justice was only one of three colleges at the University of South Carolina established by the state legislature through the allocation of funds. The interdisciplinary curriculum of this college was one of the first such programs in the nation and the first in the Southeast.

Prior to the formation of the College of Criminal Justice, the University of South Carolina had provided a limited number of undergraduate courses in an Associate of Arts degree in criminal justice, and the technical colleges statewide offered an associate of art degree in criminal justice. No other higher education coursework was available in criminal justice at a State of South Carolina

supported school. These courses, in The University of South Carolina's criminal justice program, were located within the College of General Studies; and previous attempts to expand this curriculum to include upper level undergraduate courses were unsuccessful. This hesitancy to expand was attributed to the belief that no qualified instructors were available to teach criminal justice programs at the junior and senior levels. However, in 1974, with the appropriation of $150,000 for a graduate program at the University of South Carolina by the State General Assembly the graduate school of criminal justice was established.

Major issues that surround the establishment of the College of Criminal Justice are contained in the research questions that this study attempts. What events and activities led to the establishment of the College of Criminal Justice at the University of South Carolina? How did the organizational structure of the University of South Carolina change to accommodate the College of Criminal Justice? Why was criminal justice added to the curriculum at the University of South Carolina? Why was the college model used for the University of South Carolina's College

of Criminal Justice instead of other popular models of that day?

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CHAPTER 1

INTRODUCTION

The discourse of higher education for police officers dates further back than most realize (Morn, 1995, p. 26). Many individuals today believe that criminal justice higher education started with the President's Commission on Law Enforcement and the Administration of Justice in 1967 (Travis, 1995). The subsequent report of the commission identified the long term educational need of all law enforcement officers having some level of college coursework and that college should be viewed as an occupational necessity (President's Commission on Law Enforcement and the Administration of Justice, 1967; & Bell, 1979) when it stated:

> *The failure to establish high professional standards in police service has been a costly one, both for the police and for society. Existing selection requirements and procedures for the majority of departments...do not screen out the unfit...The quality of police service will not significantly improve until higher educational requirements are established for its personnel.*

Professional Training

The first emphasis on professional training and education for police officers in the United States came from August Vollmer in 1916, when he proposed that all officers have a college degree (Travis, 1995; & Tenney, 1971). Vollmer, prior to his collegiate years, had been the city marshal in Berkeley, California. Due to Vollmer's affiliations with the International Association of Chiefs of Police (IACP) and the Berkeley community's "intellectual liberalism" at that time, Vollmer was able to institute a program of police reform which drew him and his department into national prominence (Morn, 1995, p. 29). Consequently, due to Vollmer's work, the University of California at Berkeley began to offer law enforcement related courses in 1917 (Eskridge, 1989; & Morn, 1995).

However, it was not until the 1960's that law enforcement education would fully capture the attention of higher education, as evidenced by the rapid growth of criminal justice programs in higher education on a national level from 1960 to 1980 that was unprecedented in the history of higher education (Kuykendall, 1977). This was due primarily to sensational events magnified to the public through television (Morn, 1995, p. 82). The televised accounts of the assassinations of President John F. Kennedy, Senator Robert Kennedy, and Martin Luther King, Jr.; the riots that followed; and the Vietnam War coverage, brought this madness into American's home on a nightly

basis. After twenty years of decreasing violent crime rates in the United States, the 1960's brought a 203 percent increase between 1960 and 1974 (Morn, 1995, p. 81).

When reviewing criminal justice programs prior to 1960 and again in 1980, associate degree awarding programs increased from approximately 40 to 590, with advanced degree awarding (masters and doctoral) programs from 18 to 222. These phenomenal increases were also experienced in the number of higher education institutions offering criminal justice programs -- from 184 to 816 for the period between the academic years of 1966-67 and 1978-79 (Directory of Criminal Justice Education, 1978; Bennett, et al, 1979; President's Commission on Law Enforcement and the Administration of Justice; Stinchcomb, 1976; & Gwynne, 1976). Additionally, when examining the total funding levels for criminal justice expenditures in 1976, one finds that this funding increased from $4.6 billion in 1965 to over $20 billion (Pearson, et al, 1980).

Rapid Growth

The rapid growth nationally of criminal justice programs has been attributed to the availability of federal funds through the establishment of the Law Enforcement Education Program (LEEP) (Law Enforcement Assistance Administration, 1969-1974; Myren, 1979; & Caldwell, 1970) and the heightened concern over crime (Morn, 1995, p. 83). While it can be argued that state and federal committees formed to investigate the need for higher educational

standards for law enforcement professionals had a profound effect on facilitating the formation of such programs, the availability of significant federal funding was the critical factor (The President's Commission on Law Enforcement and the Administration of Justice, 1967; Kerner, 1967; & the Omnibus Crime Control and Safe Streets Act of 1968, 1968). Additionally, concern over crime in the 1960's and 1970's prompted the proliferation and popularity of police higher education. The School of Criminology at the University of California-Berkeley continued to be the model for most police educators at institutions of higher education (Morn, 1995).

South Carolina's Emergence

The state of South Carolina entered seriously into providing a criminal justice curriculum in 1974 with the funding of a Graduate School of Criminal Justice at the University of South Carolina (Montgomery, 1974). William D. Leeke, Director of the South Carolina Department of Corrections, in a 1973 letter to Reid Montgomery, indicated that prior to the formation of the College of Criminal Justice, the University of South Carolina had provided a limited number of undergraduate courses in an Associate of Arts degree in criminal justice and statewide the technical colleges offered an Associate of Art degree in criminal justice. No other higher education coursework was available in criminal justice at a State of South Carolina supported school. These courses, in the University of

South Carolina's criminal justice program, were located within the College of General Studies and previous attempts to expand this curriculum to include upper level undergraduate courses were unsuccessful. This hesitancy to expand, as noted by Leeke, was attributed to Dean Bruce Nelson of the College of Arts and Sciences and his belief that no qualified instructors were available to teach criminal justice programs at the junior and senior levels. However, in 1974, with the appropriation of $150,000 by the General Assembly for a graduate program at the University of South Carolina (Monk, 1974), the graduate school of criminal justice was established.

The establishment of a college level program in criminal justice was very unusual with only nine other institutions of higher education in the United States having similar organizational structure.[1] Even more unusual, none of these nine were state flagship universities as was the University of South Carolina. The usual practice was to establish criminal justice programs at land-grant universities (Mathias, 1996).

Statement of the Problem

This study was aimed at shedding light on unusual circumstances inherent in the process of initiating the criminal justice programs at the University of South

[1] Florida State University, Sam Houston, Rutgers University, John Jay College, Northeastern University, Eastern Kentucky, Michigan State University, Arizona State University, and the State University of New York.

Carolina. For example, on one hand, the South Carolina Legislature did not like to fund new higher education programs and typically allowed these types of requests to be handled by the Commission of Higher Education[2] (CHE); but on the other hand, funding for the College of Criminal Justice at the University of South Carolina was allocated (W. J. Mathias, Telephone Conversation Notes with Dr. Frank Kinard concerning what goes in the CHE proposal for Masters in Criminal Justice, February 2, 1975). Also, South Carolina law restricts the establishment of new programs to only one of two ways: through the CHE or the General Assembly. In the past, only two other programs in South Carolina have been established by the General Assembly, the School of Medicine and the School of Public Health, both at the University of South Carolina. Nationally, criminal justice programs were generally started as subunits or components of other departments, such as sociology and public administration (Directory of Criminal Justice Education, 1978), but the University of South Carolina criminal justice program was established at the College level.

The purpose of this study was to explore the origins of the College of Criminal Justice at the University of South Carolina in order to determine why the University

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[2]The South Carolina Commission of Higher Education was the governmental body that coordinated the activities of all public institutions of higher education within the state (e.g., permission for new degree programs).

added criminal justice to the curriculum and how the organizational structure of the University was altered to accommodate this new field.

Specifically, the following questions guided this study:

1. What events and activities led to the establishment of the College of Criminal Justice at the University of South Carolina?
2. How did the organizational structure of the University of South Carolina change to accommodate the College of Criminal Justice?
3. Why was criminal justice added to the curriculum at the University of South Carolina?
4. Why was the College Model used for the University of South Carolina's College of Criminal Justice instead of other popular models of that day?

Significance of the Study

This study, by examining the founding of the criminal justice program at the University of South Carolina, adds to the body of knowledge of how and why programs are added to the curriculum of a public institution of higher education, including implications of national trends, available public funding, legislative preferences and institutional objectives. Additionally, this study investigated the decision-making that took place concerning

why one model of establishing a higher education criminal justice program instead of another was selected (creating the program as a college vs. placement within an established program or college, e.g., placement within sociology or public administration departments, or as a department within a college).

Furthermore, this study explains the development of the criminal justice program at the University of South Carolina in terms of existing theoretical frameworks (such as curriculum change, leadership, and political activism) which contribute to the ability to investigate and understand processes of program development in a variety of higher education fields and disciplines.

The establishment of the College of Criminal Justice at the University of South Carolina involved many important South Carolina political and higher education decision makers. Since these individuals involved in the establishment of the College of Criminal Justice are presently living, a timely study helps to document, directly from those involved, the decision processes connected with these actions taken and their interactions with others involved.

Conceptual Framework

This study was based upon a historical framework looking at the origins of the College of Criminal Justice at the University of South Carolina. The utilization of existing theoretical frameworks, such as curriculum change,

leadership, and political activism were used to help explain decisions or positions taken by those individuals or governing bodies instrumental in the founding of the College of Criminal Justice.

Limitations and Delimitations of the Study

The limitations of this study were:

1. This study was subject to limitations associated with individual bias, memory, and candor by those individuals involved in the founding of the criminal justice program at the University of South Carolina.

The delimitations of this study were:

1. This study was limited to the founding of the College of Criminal Justice at the University of South Carolina and did not include other public or private higher education criminal justice programs established in South Carolina.
2. This study covered that period of time up to the establishment of the College of Criminal Justice by the University of South Carolina Board of Trustees.
3. While the history of criminal justice higher education was touched upon in this study, the comprehensive history of criminal justice higher education was only discussed to the

extent that it offered context relevant to understanding the founding of this program.

4. While the history of the Department of Justice's Law Enforcement Education Program (LEEP) was touched upon in this study, the history of this program was discussed only in the context as it applied to the founding of the College of Criminal Justice.

Presentation and Discussion

The outline that the historical dissertation follows is not typical of other educational research dissertations (Borg and Gall, 1989). The problem or topic guides the direction of the presentation of this study which follows closely the research questions identified previously.

Following are the major portions of this study:

Chapter 1	Introduction (including the problem statement, review of literature, significance, and research questions)
Chapter 2	Funding and Politics
Chapter 3	Obtaining the Resources (Selection of Committees Members)
Chapter 4	Selection of Staff and Obtaining College Status
Chapter 5	The Characteristics of Leadership, influence/power, policy-making and change frames
Appendix A	Research Methodology

Appendix B Bibliography

Definition of Terms

In an effort to clarify the terms used throughout this study and for the purposes of this study, the following is a select list of definitions of the most commonly used terms.

Criminal Justice Higher Education: Criminal Justice, as used in this study, is the coursework that encompasses the nature of criminal and delinquent events in society and the societal response to them. Criminal Justice Higher Education is interdisciplinary with coursework from other fields of study such as; sociology, psychology, Law, public administration, business, and education (W. J. Mathias, personal communication, March 1, 1996).

Criminology: Criminology is the study of the causes of crime and delinquency, the characteristics of criminals and delinquents, and the prevention and cure of criminality and delinquency. In theory, criminology is the study of the causal factors related to crime from a sociological perspective (Caldwell, 1965).

Curriculum: Curriculum refers to a plan for learning including a schedule of courses (Neufeldt, 1988).

CHAPTER 2

LAYING THE GROUNDWORK

In early 1974, with a total enrollment of 59 students, the University of South Carolina had only the basics of a criminal justice program, leading to an associate degree in criminal justice from the College of General Studies. The Dean of the College of General Studies was Harry E. (Sid) Varney. Varney had been with the university since 1968 and became Dean of the College of General Studies in 1972 (Varney, 1998). During a 1998 interview, Varney recalled the limited criminal justice advance degree options, above the associate degree, available to students at the University of South Carolina.

Nationally, in 1972-73, there were 515 institutions of higher education offering 505 associate, 211 baccalaureate, 41 masters and 9 doctoral degrees (DLECJE, 1974). South Carolina was clearly falling behind the rest of the country. By the fall of 1975, however, a graduate program in criminal justice had been funded by the state legislature, a director and associate director of the Graduate School in Criminal Justice had been appointed, the South Carolina Commission on Higher Education (CHE) had approved the curriculum for a Master's Degree and was on

the verge of approving a bachelor degree in Criminal Justice for the University of South Carolina, and graduate students where being admitted. In less than a year, the State of South Carolina became one of the few southeastern states to have a graduate program in criminal justice.

Identification of Need

While the State of South Carolina was moving in the direction of developing public criminal justice higher education at the undergraduate (49 bachelor and 1050 associate students) or certification (18 students) level[3], it was not until this issue was moved into the State's political arena that a graduate program became a reality (Mathias, 1975). Reid H. Montgomery, Jr., a College of Education graduate student, became interested in the study of criminal justice while completing an internship with the South Carolina Department of Corrections. Montgomery had been born and raised in the South. His father was on the faculty of Florida State University, then became a member of the faculty senate and journalism professor at the University of South Carolina. After obtaining a Bachelors Degree in Psychology at the University of South Carolina,

[3] In 1974 the State of South Carolina had three bachelor degree program with a minor in criminal justice at South Carolina State, Benedict College and Baptist College (now Charleston Southern University). Associate degree programs at the University of South Carolina Regional Campuses (Conway, Aiken, and Lancaster), Greenville Technical College, Spartanburg Junior College, Palmer College Campuses (Columbia and Charleston), Tri-County Technical Education Center, University of South Carolina, Piedmont Technical Education Center, and Orangeburg-Calhoun Technical Education Center. One certification program at Voorhees College (Mathias, 1975b).

Montgomery spent two years in the US Army. Upon discharge from the Army, Montgomery enrolled in a graduate program in Education and Student Personnel Services at the University of South Carolina and graduated with a Masters degree in 1971. Montgomery immediately enrolled in a doctoral program at the University of South Carolina in the College of Education with a major field of study in Counselor Education.

While in this program, Montgomery took a practicum at the South Carolina Department of Correction's Manning Correctional Institution. In this practicum, Montgomery counseled an individual who had been convicted of drug dealing. This nineteen year old individual had enrolled in a college program and on one occasion expressed his frustration to Montgomery in not having Shakespeare in the prison library which was required reading for the course. Montgomery viewed this as a challenge and approached the USC Office of Volunteer Services[4] and requesting he be allowed to conduct a book drive at the university to support the prison library (R. Montgomery, 1996).

> *When I (Montgomery) get committed to something, I just eat, sleep, and think about it all the time and so I did commercials on ETV (South Carolina's Educational Television). We took an old refrigerator box and made it into a jail cell and*

[4] USC Office of Volunteer Services was a Columbia based volunteer agency that had sponsored Montgomery during his book drive for the prison library at the Manning Correctional Institution.

> *stuck it in the Russell House so that students could see what the conditions were like and so they could drop off their used books (Montgomery, 1996).*

During the three months that Montgomery promoted the used book drive on campus, over 5,000 books were collected. In 1973, during his second year in the doctoral program, Montgomery met and became good friends with a fellow graduate student, Ronald Hudson. Together they saw the need for some type of financial aid to individuals who had been released from prison and wanted to attend college.

> *He (Hudson) and I decided to set up a success scholarship through the Alston Wilkes Society. Ron had worked with the Heart Association of South Carolina and knew how to fund raise. That's were I learned how power goes from the top to the bottom (Montgomery, 1996).*

Hudson and Montgomery combined forces and asked for and received approval to hold a rock concert at the Central Correctional Institute in Columbia. Bands from Benedict College, South Carolina State, and the Citadel were contacted and agreed to play. The concert was held on the baseball field and was broadcast by a local radio station. A total of seven thousand dollars was raised, and twenty-eight ex-offenders received loans through the program allowing them to attend college.

It was during Montgomery's third year that he decided that he was going to advocate for the establishment of a

graduate program in criminal justice at the University of South Carolina (R. Montgomery, 1996). Montgomery recalls his frustration in having a Bachelors Degree in Psychology and a Masters Degree in Education and Student Personnel Services from the University of South Carolina and not being able to pursue graduate level courses in criminal justice in South Carolina (Montgomery, 1996).

Montgomery, after talking to Jay Smith from President Patterson's office, determined that there were two ways that a graduate program could be established at a state school. The first way, and most traditional, was through a state-supported university or college requesting permission from the CHE for the establishment of such a program. Montgomery, in his conversation with Smith, further learned that the requesting university would have to go through two years of writing justification papers to the CHE and then endure a lengthy hearing process. The other way was for the South Carolina General Assembly to direct the University of South Carolina to establish such a school by mandating its formation. Montgomery chose to investigate the possibility of approaching key members of the General Assembly to act as sponsors for such a mandate (R. Montgomery, 1996).

> *That just kind of hit me and stayed in my mind. I said maybe that's the way to go (through the legislature) (Montgomery, 1996).*

Political Clout

Montgomery immediately realized he lacked the political clout necessary to pursue the legislative path. "I knew enough about band wagon psychology that I had to have more than Reid Montgomery saying there has to be a program". Therefore he first approached key individuals in the area of Criminal Justice throughout the state, that he had met during his pervious two years, to gain their support. Letters from William Leeke (South Carolina Commissioner of Corrections), William Blake (South Carolina Department of Corrections), William Nau (Chief US Federal Probation Officer), James Metts (Sheriff of Lexington County), and Clifford Moyer (Executive Director of the South Carolina Criminal Justice Academy) to name a few, were collected. In one such letter, dated November 6, 1973, from William Nau, Chief US Probation Officer, to President Patterson, Nau noted:

> *I would definitely recommend that the University of South Carolina offer a Master's Degree in Criminology or Corrections. To qualify for a position as US Probation Officer at a beginning salary of $12,167 an applicant must have a college degree (preferably in the Social Sciences) and have two years experience in personnel work for the welfare of others. A Master's Degree (two years) in one of the social sciences may be substituted for the two years experience.*

> *The publications of the National Council on Crime and Delinquency frequently list employment opportunities in the correctional field throughout the United States and a Master's Degree is usually required. A large percentage of the Federal Probation Officers appointed this year had Master's Degrees in Criminology or Corrections.*

Montgomery obtained information, from Warner M. Montgomery who was employed the Division of Law Enforcement Public Safety in the Governor's office, that there could be as many as 3,942 state employees working in the area of criminal justice who would be interested in such a graduate program. Montgomery also found out from Warner that there were 1,549 state employees working in the areas of criminal justice who were in either a 2 or 4 year degree program in the academic year of 1973-74 and who would be interested in furthering their education in criminal justice (R. Montgomery, 1996; and W. Montgomery, 1997).

With this information, Montgomery, approached every individual planning to run for governor, Democrat and Republican, to support a bill to establish the School. While no Democrat showed any interest due to what they believed was an issue that lacked public support (R. Montgomery, 1996; and Edwards, 1997), several Republicans stated that if they ran for Governor and succeeded, they would look into it.

Montgomery, undeterred, discovered one Sunday in the late Spring of 1974 that, State Senator, James Edwards was holding an open house to discuss his candidacy for Governor. Montgomery attended the open house to present to Edwards the letters he had received supporting the establishment of a graduate program in criminal justice and the statistics demonstrating numbers of South Carolina residents who could possibly participate in such a program. Additionally, Montgomery told Edwards, "that no citizen of South Carolina should have to go to Florida State University or the University of Maryland to get a graduate degree in criminal justice." Edwards instructed Montgomery to provide his supporting data to him and he would look into it (R. Montgomery, 1996).

Legislation of Funding

Little did Montgomery know that Senator Edwards would act so swiftly on his proposal. On June 6, 1974, Montgomery received a letter from Senator Edwards informing him of his desire to support the graduate program in criminal justice at the University of South Carolina. On June 19, 1974, in Section 80 (Miscellaneous Appropriations-Budget Reference: Volume II, page 1555), Item 44 of the General Appropriations Bill, Edwards introduced a budget amendment into the Legislature to provide $150,000 in the FY (fiscal year) 1975 budget for the University of South Carolina to establish a Graduate School of Criminal Justice (R. Montgomery, 1996; and Edwards, 1997).

> *A motion by Senator Edwards (R-Charleston) et. al. provided for the establishment of a "Graduate School of Criminal Justice at the University of South Carolina -- $150,000 (Monk, 1974).*

While Senator Edwards was strong in his support for the establishment of the School, reaction to his amendment by his Republican colleagues was uncertain. However, Edwards felt he could obtain the necessary support for his amendment. Edwards was concerned about the Democrats who had showed their lack of support when approached earlier by Montgomery. The leader of Democratic Party was Senator Rembert Dennis, who in his response to the introduction of this amendment, strongly supported the budget amendment introduced by Edwards, and stated the vote of the State Senate ought to be unanimous because it was something that the State needed. He stated that he had been especially interested in criminal justice since his father was murdered when Rembert had been a young man. Much to Edwards' surprise, the amendment passed unanimously (R. Montgomery, 1996; and Edwards, 1997).

> *So of course the university knew nothing of what was going on, but I always felt, what the heck can they do to me. They could not fire me as a student (R. Montgomery, 1996).*

University's Reaction

As a result, Montgomery had the backing of the State Legislature, and the University of South Carolina had

$150,000 which had not been requested nor expected. Dr. Keith Davis, was Acting Provost at the time, remembers the reaction of Dr. William H. Patterson the President of the University of South Carolina to finding an additional $150,000 in the University's budget allocation:

> *I had been provost about one year when President Patterson calls me up. I had just gotten in my office and hadn't even had a cup of coffee, and he comes storming down from the president's office and says, what the hell is this in the budget bill? I say, what are you talking about? Patterson says, we have $150,000 to start a graduate program or graduate school in Criminal Justice. I said, I don't know anything about this and he said, have you talked to anybody about this? My answer was no. Patterson then asked, have you led anybody to believe that we wanted to do this? My answer was no and he said someone is in trouble.*
>
> *Because our understanding with the Commission on Higher Education was that we did not end-run the commission's degree approval process and get money directly out of the legislature. But, Reid (Montgomery) didn't know that and happened to connect with an ambitious republican candidate for governor. James Edwards, who has gone on to be famous and is a very effective man politically, is looking for some issues to run on as governor. Lo*

and behold not only does Edwards get the money in (bill), but he gets the nomination and then goes on to win the governorship.

Let me tell you, he (Patterson) was so mad he couldn't see straight. Because nobody had asked for it. The people on the CHE thought we were lying to them. They thought that we had said, gee we aren't interested and then through the backdoor got it. They could not believe that a graduate student had done this. They just couldn't believe it, and finally we convinced them that if we had wanted it we would have been prepared (1997).

In a July 24, 1974, letter to Fred Monk, Columbia Record newspaper reporter, P. S. Huitt, Jr., from the University of South Carolina Provost's Office, emphasized that the University did not apply for this funding when he states, "As you realize from attending the CHE meeting, this was not funding requested by the University..." The concern that Patterson had, with the CHE's impression that the University had gone behind their back, was based upon the long standing policy which the CHE had developed for the establishment of such programs. The 1974 CHE policy was:

1. For the purposes of this section, "New Programs" shall be defined as:

a. Offerings at any campus or other location leading to the establishment of any degree level, in

any field, not previously offered; including but not limited to diplomas and certificates; and associate, baccalaureate, professional, masters, or doctoral degrees.

1. It is essential for Commission Staff to have the opportunity to consult with an institution early in its consideration and planning of new programs. This is particularly important in determining whether new activities proposed may, or may not, require Commission approval; and in assisting institutional staff in drafting proposals acceptable for consideration by the Commission.

2. No formal proposals may be considered by the committee unless the institution has previously filed a letter of Intent briefly describing the program. A letter of intent, which is not binding on the part of the institution, may be submitted at any time but not later than 90 days prior to submission of a formal program proposal. Exceptions to this requirement may be made in justifiable emergencies, by the Committee on Academic Program Development.

3. The purpose of a Letter of Intent is to give advance notice to the Commission staff, and to the Committee on Academic Program Development, of an institution's intent, at the time of the writing, to propose a new program. Such letters are not binding

in the sense that subsequent investigation on the part of the institution may result in a change (e.g., in proposed starting date) or even cancellation of such plans.

6. The Committee, in considering proposals submitted by an institution, will invite the chief academic officer of that institution, or his designee, to appear before it in order to respond to any questions the Committee or staff may have concerning the proposal. Notice of such invitation will be made to the chief academic officer by the staff. The staff will prepare for the Committee, with a copy to the chief academic officer of the institution, in advance of its meeting a written analysis and evaluation of proposals which are to be considered.

7. The chairman of the Committee, or his designee, shall submit Committee findings, and recommendations, to the Commission at the appropriate time.

8. The Executive Director shall notify the chief academic officer of the institution or system promptly regarding any formal action the Commission may take on proposals.

As can be seen, from the above sections of this policy, significant responsibility for requesting a new program rested with the executive office of the university.

Patterson, having participated in the establishment of prior programs at the University (Davis, 1996), understood his responsibilities as the executive officer from the University of South Carolina and felt that the CHE would not believe that he and the University had no idea of this funding. Davis remembers Patterson kindly when he describes him as "a 62 year old South Carolinian, a sweet man and he taught me a lot of things. But he was a classic kind of internal guy. He was the world's best number two person, promoted to president by the Trustees without any type of search. And while he was president, he was taking tranquilizers every day because of the stress."

Fragile Relationship

There had been some bad blood between the CHE and the University of South Carolina in the past and Patterson felt that the University had a fragile relationship with the CHE (Davis, 1996). Patterson instructed Davis to establish a relationship with an individual in the commission who could provide informal discussions and reviews of documents concerning the establishment of this school. In approaching the CHE, Davis learned of Dr. Frank Kinard, a CHE employee, who had responsibility of the formation of new programs at the public colleges or universities in South Carolina[5]. Davis instructed Dr. George Reeves, Dean of the Graduate School, to establish an informal

[5] While the CHE held jurisdiction over the public higher education institutions, they held no such power with private institutions.

relationship with Kinard so as not to further erode the University's relationship with the CHE. Reeves, in turn, instructed Dr. Jay C. Smith, Dean of Learning Resources, to contact Kinard and to establish such a relationship. Smith approached Kinard and developed an informal relationship by promising to keep Kinard informed throughout the process. In a letter dated August 16, 1974, Smith updated Kinard on the progress that the University had made so far:

> *The purpose of this letter is to bring you up to date on our activities at USC concerning the graduate school in criminal justice studies. As you will recall, I indicated during our recent telephone conversation that I will provide periodic updates on our activities regarding the program. Frankly, my hope is that you will alert us to any problems you see and that you will share with us the benefit of your experience with getting new programs underway. Our activities to date include:*
>
> *1) Acting Provost Davis has appointed a committee of USC professors, who have specific interests in this area of criminal justice, to begin formulating a master's degree curriculum in Criminal Justice Studies. We find there are already a number of courses that have a direct relationship to the anticipated criminal justice curriculum.*
>
> *2) Acting Provost Davis has also appointed a Criminal Justice Advisory Committee composed of*

outside-the-University practitioners in the criminal justice field. Membership on this committee has been determined by requesting state agency heads to nominate a person from their agency to serve on the committee. The University posture on this program is that we want the program to meet the needs of those organizations that will most likely utilize our graduates. Also, we hope this committee will provide us with suggestions for needed research in the criminal justice field. Dr. Warner M. Montgomery of the Office of Criminal Justice Programs has agreed to serve as chairman of the Advisor Committee.

3) My office, in close cooperation with the Governor's Office of Criminal Justice Programs, is engaged in a very thorough research effort. Our focus is to determine the objectives and purpose of a graduate program in criminal justice, survey criminal justice programs nationwide, determine student potential within South Carolina for a criminal justice program at USC, survey sources of funding in criminal justice other than state appropriated funds, and examine present, on-campus resources (faculty, facilities, library, etcetera) for a graduate program in Criminal Justice Studies. The guideline for research efforts is the 1970 CHE

document, "Policy and Procedures Concerning New Programs."

4) Our thinking is that the most effective graduate program in Criminal Justice Studies will be an interdisciplinary curriculum. By this we mean a curriculum not solely identified with any one discipline, department or college, but one which is professional in character, at graduate level and flexible enough to meet the needs of the criminal justice practitioners and still meet traditional standards for academic excellence. Building upon our belief that the criminal justice program must be interdisciplinary, we plan to "house" the program administratively with our Graduate School and to offer the master's degree in Criminal Justice.

5) An outside-the-University, nationally recognized authority in the area of criminal justice has been engaged on a part-time basis as a consultant to the Provost with the specific responsibility to formulate a "job description" for a director of Criminal Justice Studies and to alert us to sources of additional funding within the criminal justice area. We believe that the potential impact on the people of South Carolina, as well as the University, is of sufficient importance to warrant the selection of a director of Criminal Justice Studies who will devote full time to the well-being of the program.

Our plans are to have the director, who will report to the Dean of the Graduate School, and the Vice-president for Instruction, "on-board" by January 1, 1975.

6) At the request of criminal justice practitioners, we are establishing two or three non-credit, short course offerings through our Division of Continuing Education. These short courses, to be offered in the Fall, will be short term "service" type courses for in-service employees.

As you can see by the above summary of activities, we have been engaged in the necessary "homework" for the implementation of a graduate program in Criminal Justice Studies. As you can also see, we will likely be requesting continued CHE help and direction.

Patterson, in a July 25, 1974, letter, further emphasized his concern about the fragile relationship between the University of South Carolina and the CHE by writing directly to Howard Boozer, Director of the CHE. In this letter, Patterson provided an update and also a commitment that the program created would be "efficient and effective."

Consequently, in a little over two months, during the summer of 1974, the University of South Carolina went from having the funding for an associate degree in criminal justice and little to no support from the state legislature

for a criminal justice program, to having mandated funding provided by the state legislature for a graduate school of criminal justice. President Patterson mentioned to Davis upon finding the $150,000 in the 1974-75 budget, "Typically there were two components to a new program: 1) finding the money; and 2) development and implementation connected to the curriculum and administration of the program." Patterson felt Montgomery[6] had the easy part in the establishment of the new program and the real work was just beginning for the University of South Carolina (Davis, 1996).

[6] Reid Montgomery, Jr.'s involvement with the founding of the College of Criminal Justice at the University of South Carolina ended with his completion of his dissertation and appointment as a US Federal Probation Officer in the late Fall of 1974. After two-years as a federal probation officer and two more years with the Justice Department, Montgomery returned to the University of South Carolina and was a member of the College of Criminal Justice faculty at the time of this study.

CHAPTER 3

OBTAINING THE RESOURCES

Due to the interest the funding of a School of Criminal Justice had generated with the South Carolina Legislature, State Senator Edwards (soon to be governor of the State of South Carolina), the university's trustees and the Commission of Higher Education (CHE), Dr. Davis decided to enlist the help of Dr. George Reeves, dean of the graduate school, to direct the formation of the committees that would provide guidance in establishing a graduate program in criminal justice (Davis, 1996; and Reeves, 1997). Reeves recommended the organization of two committees who's mission would be to help the university in the establishment of a nationally recognized graduate program in criminal justice.

Drs. Davis and Reeves believed that buy-ins, for this program, had to come from two separate and different sectors in South Carolina, the law enforcement community within the State and the University of South Carolina faculty. Davis and Reeves felt that the larger issue of crime in South Carolina and the law enforcement agencies within the state, primarily in the Columbia metropolitan area, held considerable weight with the State Legislature.

Because of this group's influence with the Legislature, it was believed they should be provided a forum to express their opinions and recommendations on how the school was to be established. Additionally, Davis and Reeves felt that without the buy-in of the University's faculty, establishing the school would take an enormous, if not impossible, effort to pass the rigorous requirements of the CHE. They were also afraid that they would fail to meet the perceived timetable that they felt the State Legislature and soon to be Governor Edwards had placed upon President Patterson (Davis, 1996; and Reeves, 1997).

Criminal Justice Advisory Committee Appointments

Reeves believed the appointment of a Criminal Justice Advisory Committee, composed of practitioners in the criminal justice field, was necessary to address the letters that had been received by the university in support of the establishment of the graduate program in criminal justice (Reeves, 1997). Membership on this committee was determined by writing state agency heads and asking them to nominate a person from their agency to serve on the committee (Davis, 1996). Selected, by Reeves, to head this committee was Warner Montgomery, employed in the Division of the Law Enforcement Administration in the Governor's office (W. Montgomery, 1997; and Reeves, 1997). Montgomery was selected due to his position in the Governor's office and his state wide law enforcement coordination duties (Davis, 1996; and Reeves, 1997). Davis, in an attempt to

solicit the remaining members of the Criminal Justice Advisory Committee, wrote letters to the heads of criminal justice and law enforcement departments within South Carolina:

> *The University of South Carolina is formulating plans for a graduate program in Criminal Justice. We, at the University, want very much for this program to be of service to the Criminal Justice community. It was with this intent that we sent letters to agency heads concerned with Criminal Justice requesting them to nominate someone to serve on a Criminal Justice Advisory Committee at the University. I am please to announce that you were nominated by the agency head, with whom you work, and I am therefore requesting that you serve on this committee. Your input will serve to assist us in the formulation and implementation of this program. Dr. Warner Montgomery, of the Office of Criminal Justice Programs, is being asked to serve as Chairman (Davis, 1974).*

After receiving commitments from the department heads and those nominated, the Criminal Justice Advisory Committee, a committee of law enforcement practitioners outside the university, was composed of the following individuals (Smith, 1974; and Reeves, 1997):

> *Clifford A Moyer, Executive Director of the South Carolina Criminal Justice Academy*

James R. Metts, Sheriff Lexington County South Carolina

Daniel R. McLeod. South Carolina Attorney General

J. P. Pratt, II, Deputy Director of South Carolina Probation, Parole, and Pardon Board

Grady A. Wallace, Director of South Carolina Probation, Parole, and Pardon Board

Grady A. Decell, Director South Carolina Department of Youth Services

Reid H. Montgomery, Jr., Graduate Student at the University of South Carolina

Nancy Hendrix, South Carolina Department of Youth Services

Robert E. Brabham, South Carolina Vocational Rehabilitation Department

Danny Fraight, South Carolina Department of Juvenile Placement

Joseph C. Coleman, J. D., South Carolina Deputy Attorney General

Paul I. Weldon, South Carolina Department of Corrections

William E. Jones, South Carolina Criminal Justice Academy

Ken Kyre, Midlands Technical College

William C. Nau, Chief United States Federal Probation Officer

Warner M. Montgomery, Ph.D., Governor's Office of Criminal Justice Programs

The University of South Carolina's posture was to establish a program to meet the needs of those organizations that would most likely use the graduates generated from it. It was also hoped that additional information would be obtained on areas where additional research was needed in the field of criminal justice. Dr. Warner M. Montgomery, from the Office of Criminal Justice Programs in the Governor's Office, accepted the invitation to and served as this committee's chair (Reeves, 1997; and W. Montgomery, 1997).

Committee of University Professors Appointments

The Committee of University Professors was established to look at the curriculum needs of the Masters Degree in Criminal Justice and to determine any cross-over courses, courses that were located in other colleges within the university, which could be included in the developing curriculum. The Committee of University Professors, appointed by Patterson, was made up of the following individuals from the University of South Carolina (Smith, 1974; Davis, 1996; and Reeves, 1997):

Keith E. Davis, Ph.D., Acting Provost for the University of South Carolina

Robert V. Heckel, Ph.D., University of South Carolina Psychology Department

Jay C. Smith, Ph.D., Dean of the University of South Carolina Learning Resources

Robert E. Fancher, Department Head of Criminal Justice in the University of South Carolina College of General Studies

Frank B. Raymond, III, D. S. W., University of South Carolina College of Social Work

Brian R. Fry, Ph.D., University of South Carolina Department of Government and International Studies

Webster Myers, J. D., University of South Carolina School of Law

George Reeves, Ph.D., University of South Carolina Graduate School Dean

Due to the perceived statewide attention by Davis, that the establishment of the School of Criminal Justice had attracted, an external, nationally recognized authority in the area of criminal justice was engaged as a consultant to the Provost (Davis, 1996). This nationally recognized authority was commissioned with specific responsibility for formulating the job description for the Director of Criminal Justice Studies and alerting the university to possible outside sources of funding within the criminal justice area (Davis, 1996).

The nationally recognized consultant was Ellis C. MacDougall who had significant practical criminal justice experience as the head of the Georgia, Connecticut and South Carolina Departments of Corrections. MacDougall was

working as a criminal justice consultant with the firm of MacDougall, Pope, and Medbery, Inc. While heading up the South Carolina Department of Corrections, MacDougall had garnered significant influence with many members of the South Carolina Legislature in criminal justice. MacDougall, Davis thought, understood the workings of the State Legislature and had the credibility necessary to satisfy and quiet any opponents to the establishment of a graduate program at the University of South Carolina (Davis, 1996; and MacDougall, 1997).

In an August 7, 1974, thank you letter to Dr. Davis, MacDougall writes of his conversation with Davis and Reeves during an interview that took place on August 6, 1974, concerning his qualifications as a criminal justice consultant.

> *I really appreciated the opportunity to meet you and Dr. Smith and to share with you my background in the field of Criminal Justice. It was interesting that the timing of my visit coincided with the University's endeavors in developing a Criminal Justice curriculum.*
>
> *As stated in our discussion, I would be most interested in being involved in the development and operation of the program. I have spent my life working in all phases of the field, including some teaching experience at the University of Georgia, as my enclosed vita will demonstrate. The only recent*

additions to the resume is, of course, my present role as partner in the Firm of MacDougall, Pope & Medbery, Inc. and most recently the appointment as a Consultant to the United States Department of Justice, Community Relations Service Division.

Education

Bachelor of Arts Degree-Psychology- Davis and Elkin's College, Elkins, WV 1950

Masters of Arts Degree-Educational Sociology (Specialist, Crime and Delinquencies) New York University 1952

Doctor of Law (Honorary) Davis Elkin's College, Elkins, WV 1972

Career Experience

1972-1973 Commissioner, GA Dept. of Offender Rehabilitation and Corrections

1971 Director of Corrections, GA Dept. of Offender Rehabilitation and Corrections

1968-1971 Commissioner of Corrections, State of Connecticut

1962-1968 Director of Corrections, State of South Carolina

1961-1962 Director of Correctional Industries, State of South Carolina

1958-1961 Deputy Warden, South Carolina Penitentiary

1954-1958 Superintendent, Greenville County Rehabilitation Camp

1952-1954 Social Worker, Job Placement Officer, SC Industrial School for Boys

1951-1952 Probation Officer, SC County Children Court.

Professional Activities

Adjunct Associate Professor, University of Georgia

Consultant to

United States Labor Department, Office of Law Enforcement

Lectureships

Northeastern University, Boston MA.

University of Oklahoma

Auburn University

University of South Carolina

Pennsylvania State University

University of Wisconsin

University of Georgia

Southern Illinois University

Law Enforcement Assistance Administration

The primary source of non-university or state funding during the 1960s and into the 1970s was from the Law Enforcement Assistance Administration (LEAA). The LEAA was established June 19, 1968, by the Omnibus Crime Control and Safe Streets Act of 1968 (84 Stat. 197, as amended by 84 Stat. 1880; 42 USC 3701) as amended by the Crime Control Act of 1973 (87 Stat. 197). LEAA was under the general authority of the US Attorney General and was headed by an

Administrator. The Administrator and two Deputy Administrators were appointed by the President with the advice and consent of the Senate. The purpose of LEAA was to assist state and local governments in the reduction of crime. "Law Enforcement," as defined in the act, encompasses all activities pertaining to crime prevention or reduction and the enforcement of the criminal law (US Government Manual, 1975).

The agency's programs were principally delivered by four offices. The Office of Regional Operations implemented LEAA programs through ten regional offices. Research and development activities were operated by the National Institute of Law Enforcement and Criminal Justice (NILECJ). The Institute also served as a national and international clearinghouse for the exchange of criminal justice information. The National Criminal Justice Information and Statistics Service (NCJISS) collected, evaluated, published, and disseminated statistics on criminal justice and coordinated the development of information systems and communications, including their security and privacy, needed for the criminal justice system. A new program office, the Office of National Priority Programs (ONPP), had been created to develop and manage priority programs which expressed national leadership in contributing to the reduction of crime and improvement of criminal justice (US Government Manual, 1975).

LEAA also awarded funds, through the Law Enforcement Education Program (LEEP), to colleges and universities, which in turn provided grants and loans for law enforcement professionals and students preparing for careers in criminal justice. Approximately 10 percent of the nation's uniformed police attended college courses with LEAA education grants. Grants were made to full-time, in-service law enforcement and corrections personnel attending college for courses creditable toward a degree or certificate in areas related to law enforcement. Loans were made to full-time students who were either criminal justice personnel on academic leave from their agencies or students who anticipated careers in criminal justice. Areas of study included police science, police administration, corrections, correctional administration, law, criminalistics, penology, criminology, deviant behavior, court administration, or police-community relations. Education programs funds also were being used for innovations in curriculum design (US Government Manual, 1975).

With a legislative mandate to "encourage research and development to improve and strengthen law enforcement," (Omnibus Crime Control and Safe Street Act, 1968), the National Institute of Law Enforcement and Criminal Justice made grants to public agencies, colleges and universities, and private organizations. These grants were used to conduct projects which would develop new approaches,

systems, techniques, and equipment in the criminal justice field (US Government Manual, 1975).

During the years when LEAA funds were available, the University of South Carolina availed itself of these funds as did the other South Carolina institutions of higher education. In the 1975 LEEP data submitted to the CHE, South Carolina higher education programs in criminal justice were identified along with staff size and the amount of money allocated to them from the LEAA (Mathias, 1975b). This submittal identifies not only the programs and funding available in South Carolina, it shows the direction that higher education in South Carolina was taking. With 1,050 students in associate programs, 49 students in bachelor programs, and no graduate programs, South Carolina had relinquished criminal justice education to the vocational schools.

University of South Carolina

USC offered an associate degree in criminal justice. There were 162 students enrolled in this program. The projected enrollment for 1975 was 180 and 1976 was 200. With anticipated graduation rates of 65 in 1975 and 90 in 1976. The staff of the USC Criminal Justice program represented several types of degrees. These included education, psychology, law, accounting, etc. They also had experience in the criminal justice area such as federal probation work, FBI, US Army Intelligence, etc. The criminal

justice program curricula at USC consisted of: introduction of criminal justice, police administration, correctional systems, crime and delinquency, basic investigation, criminal law and procedure, the inmate, introduction to criminalistics, legal bibliography, probation and parole, seminars, practicums and independent study. USC received $64,226 in LEEP allocations for fiscal year 1973-74. Their total after 1968 was $179,891

University of South Carolina - Regional Campuses

There are three regional campuses of the University of South Carolina which offered an associate of arts degree in criminal justice. These were located in Conway, Aiken, and Lancaster. The combined total number of students enrolled for 1974 was 59. Enrollment of 70 for 1975 and 80 for 1976. Projected number of graduates for 1975 was 10 and 1976 was 14. The staff of the criminal justice programs at the regional campuses was very diverse in that the instructors possess law degrees, masters degrees in sociology, business etc. They had experience in police work, courts, social work, etc. The criminal justice curricula for the regional campuses consisted of: introduction to criminal justice, police administration and operations, crime and delinquency, the inmate: classification and treatment, basic investigation, introduction to

criminalistics, legal bibliography and police records, correctional systems: planning and operations, probation, pardon, and parole, oral presentation, and behavior patterns and problems. The regional campuses of the USC received $19,905 in LEEP allocations for the fiscal year 1973-74. Their total allocations after 1968 was $46,555.

Greenville Tech

Greenville Tech offered an associate degree in police science with 130 students enrolled. Greenville Tech was allocated $22,990 for fiscal year 1973-74. Their total allocation after 1968 was $42,325.

Spartanburg Junior College

Spartanburg Junior College offered a two year associate degree in police science with 86 students enrolled. Spartanburg Junior College was allocated $35,000 for fiscal year 1973-74 which brought their total to $171,591 after 1968.

Palmer College - Columbia

Palmer College at Columbia offered an associate degree in two areas of criminal justice: police administration and correctional administration with 205 students enrolled in Police Administration and 95 in Correctional Administration in 1974. Palmer College was allocated a total of $71,355 by the LEEP

for the fiscal year 1973-74. Their total LEEP allocation after 1968 is $574,503.

Palmer College - Charleston

Palmer College at Charleston offered an associate degree in two areas of criminal justice: police administration and correctional administration with 170 students enrolled in Police Administration and 25 in Correctional Administration in 1974. The LEEP allocation to Palmer College at Charleston for fiscal year 1973-74 was $46,920.

South Carolina State University (Nee College)

SCS College offered a minor course of study in criminal justice. SCS received $2,649 in LEEP allocations for the fiscal year 1973-74. Their allocations after 1968 totaled $10,149.

Benedict College

Benedict College offered a four year political science minor course of study in criminal justice with 24 students enrolled. Benedict College received $35,246 in LEEP allocations for fiscal year 1973-74. Their total after 1968 was $115,646.

Tri-County Technical Education Center

Tri-County Technical Education Center, at Pendleton, offered an associate of science degree in criminal Justice with 75 students enrolled. Tri-County did not received any LEEP funding.

Voorhees College

The criminal justice program at Voorhees College at Denmark, was offered only to in-service students with 18 students enrolled and it is a certificate program only (not leading to a degree) in 1974. Voorhees College was allocated $13,400 in LEEP funds for fiscal year 1973-74 bringing their total to $46,555 after 1968.

Wofford College

Wofford College accepted transfer credits from Spartanburg Junior College and received $21,880 in LEEP funding.

Baptist College at Charleston (Now Charleston Southern University

The Baptist College at Charleston offered criminal justice minors in the areas of political science and sociology with 25 students enrolled. LEEP funding for 1973-74 was $43,938, total after 1968 was $61,157.

The Piedmont Technical Education Center

The Piedmont Technical Education Center in Greenwood offered an associate degree in law enforcement with 55 students enrolled. The total LEEP since 1968 was $9,480.

Orangeburg-Calhoun Technical Education Center

Offered a two-year associate degree in Police Science with 106 students enrolled. Total LEEP allocations after 1968 was $9,068.

From this information provided to him from the CHE, Davis was able to see the potential, in available funds and students, for continued higher education in criminal justice. Further work had to be done on the organization of the program and the curriculum plan necessary to gain approval from the CHE (Davis, 1996). Davis knew that his next step was getting the committees, that Reeves had established, working on the job description for the dean's position and a curriculum plan (Davis, 1996; and Reeves, 1997).

Establishing Missions

In a presentation to the University of South Carolina Trustees in September of 1974, President Patterson stated:

We believe that the potential impact on the people of South Carolina, as well as the University, is of sufficient importance to warrant the selection of a director of Criminal Justice Studies who will devote full time to the well-being of the program. Our plans are to have the Director[7], who will report to the Dean of the Graduate School, and the Vice-

[7] Patterson used the title of Director for this program when in reality he was looking for a Dean to manage his new College of Criminal Justice.

president for Instruction, on-board by January 1, 1975.

President Patterson went on to identify the need for "a very thorough research effort" into the objectives and purpose of the graduate program in criminal justice. He felt it was necessary to survey criminal justice programs nationwide, determine student potential within South Carolina, survey sources of funding in criminal justice other than state appropriated funds, and examine present, oncampus resources (faculty, facilities, library, etcetera) for a graduate program in Criminal Studies (Patterson, 1974). The responsibility for completing this "thorough research" fell upon Dr. Jay C. Smith, Dean of the Division of Learning Resources at the University of South Carolina (Davis, 1996).

In an August 19, 1974, letter to the Criminal Justice Advisory Committee, Dr. Warner Montgomery invited members to the first meeting of this committee (Montgomery, 1996):

I have been informed by Dr. Keith Davis, Acting Provost of the University, that you have been appointed to the above referenced committee. I have agreed to serve as Chairman and as such would like to call a meeting for Thursday, August 27, 1974, at 10:00 a.m. in Room 415-B, Edgar A. Brown State Office Building. At this meeting we will discuss the proposed graduate program in criminal justice with Ellis MacDougall who has been contracted by the

University to assist in the formulation of the program. Our purpose is to provide information from the perspective of agencies operating in the field.

I view this committee as an opportunity to assure that the criminal justice program at the University will be founded on a firm realistic, practical basis, so that when implemented it will serve the needs of the criminal justice system.

The results of this meeting were captured in notes written by Walter McRankan (Smith's Intern) from the Dean's Office of Learning Resources and sent to members of the committee, Davis, and Reeves (McRankan, 1974).

The meeting began by Warner Montgomery introducing Committee members, all of whom were present. He then asked Jay Smith to explain the purpose of the Committee. In essence, Smith stated that USC saw the Committee as an essential part of the University's effort to have a Criminal Justice Program which would be of service to the state. He also emphasized that Committee suggestions and concerns would be given consideration by the University.

Dr. Montgomery then turned the meeting over to Ellis MacDougall. Dr. MacDougall explained that the University had hired him for a limited time as a consultant to help with the development of this program. He than stated that his objective for this

meeting was to get feedback from the Committee members on the following:

1) "What should the director of the Criminal Justice Program look like?"

2) "What short term courses should the University begin to offer?"

3) "What are the personal aspirations of each committee member regarding this program?"

Regarding the director, it was generally agreed that this individual should have extensive experience in all phases of criminal justice along with necessary academic credentials (i.e., a Ph.D.). It was felt that both of these were necessary in order to obtain cooperation from both the Criminal Justice agencies and University faculty. It was also stated that the director should not be a USC faculty member from one of the academic areas "presently looking for promotion."

Response to question number 2 were as follows:

A. short courses on recent court decisions which directly affect criminal justice practitioners should be offered.

B. Since corrections will be reorganized into regional components, there will be a need for more correctional officers with administrative skills such as budgeting and accounting.

Response to question number 3 were as follows:

A. The program needs to be designed in such a way that graduates will have an understanding of all phases of criminal justice, i.e., law enforcement, corrections, courts, probation and parole.

B. Courses should be scheduled in such a way that present practitioners will be allowed to continue working while in this program. Night courses and intensive weekend classes were two suggestions as to how this might be done.

C. Knowledge in the treatment of offenders through such means as therapy should be included in the program along with administrative skills.

D. Equipping students with research skills as well as the program having a research component were suggestions given by Committee members.

Following the discussion, Dr. Smith thanked the Committee on behalf of USC and expressed hope that the Committee would continue to meet. Several committee members then suggested that this Committee meet with the Committee of University Professors sometime in the future.

The Criminal Justice Advisory Committee, in its recommendations to Davis, identified the need for a program which went beyond the technical aspects of criminal justice (Davis, 1996; and Montgomery, 1997). The Committee felt that the best place for a law enforcement practitioner to learn the technical aspects (i.e., traffic stops, arrest

techniques, etcetera) was at the South Carolina Criminal Justice Academy. The Committee voiced that the University of South Carolina was to instruct the skills and knowledge which were not presently being taught in the academy. These skills and knowledge included problem solving, verbal and written communication skills, diversity, and other skills that integrates the practitioner into society. In addition, the Committee recommended a job description for the Director of the Graduate School of Criminal Justice (Davis, 1996; and MacDougall, 1997).

The Committee of University Professors recognized the need for a criminal justice program within the university and identified the present courses from other academic units that were already in place and could be made available to students within the School of Criminal Justice (Davis, 1996). This committee, like the Criminal Justice Advisory Committee, recognized the need to provide the law enforcement practitioner with other skills that only could be obtained in a higher education setting. This committee felt that it was important for the practitioner to be exposed to the diverse population that was present at an institution of higher education (MacDougall, 1997).

With the recommendations from both committees, Davis turned his attention towards the recruitment of a director for the school and the program essentials necessary to meet the needs of both committees and the CHE (Davis, 1996).

CHAPTER 4

SELECTION OF STAFF AND OBTAINING COLLEGE STATUS

In August, 1974, the University of South Carolina (USC) had $150,000 for a Graduate School of Criminal Justice, the backing of the law enforcement community, faculty, and the state legislature, but had no idea how this new school would fit into the University of South Carolina's organization (Davis, 1996). Patterson and Davis knew that many eyes were now focused on them, and success was the only outcome that the University of South Carolina, or they, could afford (Davis, 1996; Reeves, 1997; and MacDougall, 1997).

In recommendations received from the committees and consultant hired by Patterson, the University of South Carolina was moving toward an interdisciplinary graduate program (Davis, 1996; W. Montgomery, 1997; MacDougall, 1997; and Metts, 1997).

College of Criminal Justice

Davis recalls the sensitive topic of where the school would be housed organizationally within the University of South Carolina (Davis, 1996):

> *I spent a whole year managing the intricate business of how you do this because there were at least four*

sharks sitting out there in the water. We (USC) had a public administration program as part of a department of government and international studies. They sent a delegation to me saying that they were a natural place to put this program. They went on by saying that they would do it right and that they already had some of the resources necessary for the program.

Then there was a two-year program in criminal justice in our College of General Studies. They stated they were the logical place to put the program and it would have given them their first graduate program. They also stated that it would have given them a chance to have been something other than a two-year program.

The counseling program within the school of education sent a delegation. They had numerous students already in their program that were from the juvenile justice system working as counselors in probation and parole.

The school of social work said that social work applied to people who are incarcerated also and that social work was the right place to put this new program.

So as you can see, everybody was looking at that $150,000 and looking at it as found money. They were all trying to figure out how to rip it

> *off and do the minimum by not increasing their faculty (Davis, 1996).*

Davis recalls advice given to him in late November (1974) by Patterson (Davis, 1996):

> *And the president was saying to me, "This is the god damn governor (Edwards had been elected governor) and we are going to deliver a quality program. Don't let any of those sons of bitches rip us off" (Davis, 1996).*

Davis was performing a balancing act during this time, needing to keep the faculties from the colleges that wanted the money interested enough to participate in the planning and not knowing the graduate program in criminal justice would never be held in any other college but the one established for it, the College of Criminal Justice (Davis, 1996; and Reeves, 1997).

> *So I was holding committee meetings with six or seven representatives from the colleges that had expressed an interest and I was watching them make their moves on trying to manipulate where the program was going. All the time I was trying to keep them interested and doing some planning so we could do a search for a dean (Davis, 1996).*

Davis had received proposals from the four programs involved (public administration, education, general studies, and social work) stating they were the right place for the new program and give the money to them ("Department

of Government and International Study: Proposal for graduate program in criminal justice administration", 1974; "College of General Study: Graduate program in rehabilitation counseling", 1974; "College of Social Work: Graduate program in criminal justice", 1974; and McMillian, 1974).

> *My belief was that to do this thing right the program had to be housed in its own college. Patterson and I considered the mandate from the legislature for a graduate school to mean a separate college. Also, Patterson was counting on me to make the new Governor happy and to make USC look good (Davis, 1996).*

In his discussions with the two committees (faculty and law enforcement practitioners) Davis realized that both groups wanted to have a creditable program (Davis, 1996). The law enforcement community wanted a criminal justice program that addressed the present issues in law enforcement and developed law enforcement administrators. The faculty wanted a program that put research first and had academic credibility. Both committees had visions as to how it would look (Davis, 1996; and Reeves, 1997). Davis recalled when he first identified the differences between the desires of these groups (Davis, 1996).

> *So we (USC) started searching, and suddenly I had two issues I had to deal with: 1) the academic integrity of the program. The masters program had*

to have serious foundations in sociology, criminology and other relevant behavioral disciplines; and 2) the criminal justice community wanted a program that addressed a higher level of education than what was presently being offered at the Technical Colleges like Traffic Stop 101.

USC had some faculty with backgrounds in the criminal justice behavioral sciences but basically they were scattered around USC. To make this work at USC with the least amount of new professors, I knew that it had to be an interdisciplinary program, that borrowed courses from other schools within USC.

So I knew that we would have to build it from the ground up. So we started looking for someone who knew how to do that. He had to be able to deal with individuals in police and correctional administration, judges and the court system, and someone who would be credible in the state. This individual would also have to have credibility to those inside USC and to those concerned with the academic credibility of the program (Davis, 1996).

Selection of the Dean

Davis, concerned about both credibility issues, was provided a name of an individual from Robert Fancher, head of the two-year program in criminal justice at the University of South Carolina. Fancher had known this

individual had established a program at Georgia State University from the ground up and was respected nationally in the field of criminal justice (Davis, 1996; and Reeves, 1997). Fancher had contacted William J. Mathias two months earlier and asked if he would be interested in the position at the University of South Carolina (Mathias, 1996). When Mathias stated he would be interested, Fancher passed his name on to Davis (Davis, 1996; and Mathias, 1996).

Mathias recalled his first meeting with Patterson when he was interviewing for the position of:

> *I came for the first interview sometime in late November (1974) and the night before the interview I went to a USC basketball game. I met with the provost (Davis) and some other people and all that went very well. I met with the president (Patterson), who was pretty academic and had been University of South Carolina's provost for 25 years prior to becoming the president. One of the funniest things that I can remember was after Davis introduced me to Patterson and left, Patterson squinted though those glasses and said, "What the hell's a criminal justice?" That kind of left me reeling a bit, but after that we had a very good discussion (Mathias, 1996).*

Also, in this interview, Mathias was clear to point out that he was not interested in a vocational or technical orientated criminal justice program (Mathias, 1996).

Mathias, and later MacDougall, understood this type of vocational training was best handled at the South Carolina Criminal Justice Academy and not by an institute of higher education (Mathias, 1996; and MacDougall, 1997).

While Davis was new in the position as provost, he understood the hiring of deans at the University of South Carolina was his responsibility (Davis, 1996). Davis recalls his nervousness over that responsibility and how hard it had been to find one individual with the ability to fill both rolls (Davis, 1996).

> *The ability to satisfy the faculty and the criminal justice community was hard to find in one person. So Patterson reminded me that it was the provost's job to hire deans and of course I was young enough to think that building a college would be great fun. But I was unable to see if I hadn't done this well, my ass would have been in a sling. In fact, it was not until after everything was said and done that I realized that my ass had indeed been in a sling.*
>
> *So I began looking at the candidates and lo and behold we got this fellow Bill Mathias who had done his doctoral work in Educational Psychology and had completed his dissertation on the Atlanta police department. So he's got a credible Ph.D. and had been involved in a good program and the real plus was he knew something about building a program.*

The only problem I saw was while he could handle the academic side he didn't have any credibility with the criminal justice community in South Carolina. Atlanta was a long way off, to South Carolinians, and the fact that somebody was over in Atlanta didn't cut any ice with them.

But I had this other candidate Ellis MacDougall, who had done the study for USC, who had been the commissioner of corrections in South Carolina, had done it well, and then he had gone to Georgia working for Gov. Jimmy Carter, not only as the commissioner of corrections but as one of Carter's fundamental lobbyists at the state house.

Ellis was marvelous at this sort of thing (lobbying) he's a Scotsman who loves to talk who has great stories, like the traveling salesman with the latest jokes. He had this vivid interesting way of putting his points.

Because of the trustees, the governor, and president, wanting credibility within the law enforcement community, and the faculty, who weren't even sure what criminal justice was on the other, wanting academic credibility, I was placed between a rock and a hard place. But I knew that I had to satisfy both sides, so I figured that I would hire both Mathias and MacDougall, one as the dean, and the other as associate dean.

> *I knew Ellis could walk into any part of the criminal justice system in South Carolina and have instant respect. The law enforcement community loved him, the politicians knew him from his lobbying days when he worked in the corrections department.*
>
> *With my law enforcement credibility solved, I felt if I hired the other guy, I would have my academic credibility solved. Everything that Mathias had done at Georgia State, applied at USC, and I could see going through a faculty senate hearing without any problems. This was due to Mathias' interdisciplinary approach that said he wanted philosophers from USC teaching about the ethics of the criminal justice system and of course that was what the philosophy department wanted to hear. But he meant it, Bill was a real believer in the interdisciplinary core that the criminal justice program pulled people from other disciplines within USC such as, philosophy sociology, and psychology (Davis, 1996).*

But Davis was faced with a bigger question: Who was to fill the position of dean and would the other person want to be the associate dean (Davis, 1996)?

> *The main question was: Who was on top? From the academic point of view, I figured that I had to have the individual who satisfied the academic*

> *credibility on top. It was very clear to me who was to be on top, so I sat down with the president and told him what I was going to do. I also told him that I was going to sell these two guys on coming together as a team. With one as the dean (Mathias) and the other (MacDougall) as the associate dean, whose major role would be external affairs (Davis, 1996).*

During an interview with MacDougall, he recalls his initial conversation with Davis about the associate dean's position (MacDougall, 1997).

> *Davis said we had an application from a person who was a dean and had a Ph.D., I just had an honorary title, and would I be interested in the associate dean's position. So I said I had never worked for anyone except the governor and I am not sure at that point in my life I would like starting to work for somebody else. Davis said that he understood and he could appreciate that. But Davis said why don't we fly Dr. Mathias up here and you two go have dinner and think about it.*
>
> *We immediately struck it off and we got along very well and supported what Davis was attempting to do. So I went back and said I was interested, and he said that was great and we would like to offer you the associate dean of the College of*

Criminal Justice position and a full professorship and tenure after one year (MacDougall, 1997).

Mathias recalls he received a call from Davis about one week before Christmas and Davis informed him the University of South Carolina had reduced the number of candidates from five down to two. Davis also informed Mathias there were two positions and would he come back to Columbia and have additional discussions about where he would fit into the organization (Mathias, 1996).

The week before Christmas Davis called me and said of all the candidates, they liked MacDougall and me best. What they liked was that MacDougall was popular with individuals in the state and I had the academic credentials. Davis wanted me to come back to Columbia to meet with MacDougall to see if we could work together.

When I was at Georgia State University Ellis had been commissioner of corrections for Georgia, so I knew him. I came back and we had a very candid discussion and decided at the end that we could and would work together and we would not let anything come between us that would cause things to get screwed up. That's what happened, and Ellis was absolutely as good as his word. He had a lot of contacts in the state politically and professionally from his time as commissioner of corrections (Mathias, 1996).

Trustees Intervention

What Davis hadn't considered was the law enforcement community and the legislature had another outcome in mind (Davis, 1996; Mathias, 1996; and MacDougall, 1997).

> *What I hadn't known was that the trustees and the politicians, people who of course knew Ellis, and didn't know this other guy, assumed that it would be the other way around (Davis, 1996).*

The University of South Carolina Trustees, in 1974, were business men, lawyers and other residents of South Carolina who had been appointed by the legislature and understood the political nature of such an appointment. Many of these individuals either knew MacDougall personally or knew of him professionally and knew nothing of Mathias (Davis, 1996).

> *So when my recommendation went to the board of trustees and they came out of their closed door meeting and brought me in to ask me some questions, the trustees said, "Now you understand who Ellis MacDougall is, and why we want him to be the dean?" I said, "Yes sir I understand and that's why we were talking to Ellis." Ellis understood academicians well enough that he knew why he needed to be number two here. Not because he didn't know more about it than the academic person but because for this whole thing to have sold, we had to have the faculty behind it and working with us as well as the CHE. I*

> *told the trustees these two men were happy with this. It was not about salary, Ellis was going to make $500 less than the dean, it was about how to do this really well (Davis, 1996).*

When MacDougall was questioned about this conflict, he admitted that he would have turned the dean's position down if he had been offered it (MacDougall, 1997).

> *I did not know that at the time. And I do not think I would have accepted the dean's position. Because I had been smart enough to know that I really did not know the politics of this institution and had no academic background, I would have been lost if I had accepted the dean's position. I realized I was in a fog here and Bill should be the real leader of this thing. After the contact by Keith (Davis) about being associate dean I was very grateful and felt very comfortable with my position (MacDougall, 1997).*

In letters dated January 27, 1975 from Davis to Mathias and MacDougall, he informed them of the trustees' approval of their appointments to the positions of dean and associate dean.

> *I am happy to inform you that on January 25, 1975, the Board of Trustees approved your appointment as Dean (Associate for MacDougall) of the Graduate Program in Criminal Justice for a three-year term beginning February 1, 1975 (Davis, 1975b & c).*

Getting Started

Mathias, during an interview, recalls arriving at the University of South Carolina for his first day of work, January 20, 1975 (Mathias, 1996).

> *When I reported for work on January 20, which was a Monday, I went to where I had been interviewed the previous November, Osborne Building. When I got there, no Graduate School. I thought, My God, the graduate school was gone. They had moved across the street to a 19 Th. century brick home on College Street that had been made into office space. They put us (MacDougall and Mathias) in a conference room. We had a few legal pads and a couple of pens but no telephones. They closed the door and basically said, make it happen. And we did.*
>
> *The first thing Ellis and I decided was that communication was very important and before rumors got started about him or me, we would start meeting with the deans. So within 48 hours of arriving on campus we were in our first meeting with a dean. Of course it took us several weeks to grind through all of these people. We did that and I think it paid a lot of dividends later because the deans began to trust us (Mathias, 1996).*

Mathias and MacDougall went from college to college, spreading their gospel of interdisciplinary studies for the

new criminal justice curriculum. In approaching the different deans, they re-enforced the possibility of utilizing already existing courses present in particular colleges for the criminal justice curriculum (Mathias, 1996; and MacDougall, 1997).

During a 1996 interview with Mathias, he accentuated the exceptional relationship that existed between Varney and himself. He recalled his frustration upon hearing the rumors that he and Varney were at odds.

> *The rumor at the time was Sid (Varney), Dean of the College of General Studies, and I were at each other's throat and there was going to be some kind of terrible political blood letting. That, simply, was not true. Sid was certainly an advocate for his college and its position and while we had very frank discussions, they were always polite and civil. Some things we agreed upon and others we did not. There was never the kind of rift the grape vine said there was. I believe this was because we communicated and could approach each other openly (Mathias, 1996).*

Interdisciplinary Approach

Mathias recalls his first discussion with Davis concerning the need for an interdisciplinary curriculum (Mathias, 1996).

> *One of the things I had discussed with Davis, prior to being hired, was that I had come from a broad*

> *based interdisciplinary program. The concept of trying to use resources where they existed within a university rather than trying to hire everybody in house. Because of the limited budget ($150,000) we did not anticipate having enough money to have a broadly based curriculum any other way (Mathias, 1996).*

Prior to Mathias and MacDougall's arrival at the University of South Carolina, Davis had allowed some of the money appropriated for the criminal justice program used to fund faculty positions outside of its original intent (Davis, 1996; and Mathias, 1996).

> *Part of it went to Government and International Studies and a person was hired there who was supposed to teach our (College of Criminal Justice) original 704 Administration in Criminal Justice course (Mathias, 1996).*

In meetings with the other deans, Mathias and MacDougall were able to establish connections between courses offered throughout the University of South Carolina and courses they wanted to develop. By comparing the content of the present courses to the needs identified by Mathias and MacDougall with input from the Criminal Justice Advisory Committee, a program of study was slowing coming into focus (Mathias, 1996; and MacDougall, 1997).

The following program of study, forwarded by Davis to Patterson on October 2, 1975 (Davis, 1975), outlined the

recommendation that was provided to Davis from both committees and from Mathias and MacDougall who had been assigned its development. This program was defined as:

I. Core Courses (12 hours)

701 Foundations of Criminal Justice

702 The Philosophy of Justice

703 Current Perspectives on Human Social Behavior

704 Perspectives on Public Administration

II. Major (18 hours)

Individualized programs were developed through the program's one-to-one system of advisement, to tailor each student's course work to his undergraduate preparation, work experience and professional objectives.

III. Specialized Field Options (6 hours)

Budgeting:

GINT 762 Politics of the Budget Process

Personnel:

GINT 772 Contemporary Administrative

Organization:

GINT 773 Personnel Administration

Computer Science:

CSCI 570 Fundamentals of Computer Science:

CSCI 578 Simulation or CSCI 579

Large Scale Simulation:

GEOG 711 Spatial Analysis

Locational Analysis:

GEOG 541 Cartography or GEOG 543 Mapping Public Policy GINT 744

The Public Policy Process:

GINT 777 Policy Planning and Evaluation

Statistics:

MATH 515 Statistical Models I and MATH 516 Statistical Models II

Foreign Languages

After passing the proficiency examination or proficiency course in any language offered at the graduate level by the Department of Foreign Languages and Literature, the student was to elect two graduate courses in the same language (Mathias and MacDougall, 1975).

This program was approved during the Summer of 1975 and the first students were admitted for the Fall 1975 Semester (Mathias, 1996; and MacDougall, 1997).

Formal Petition for College Status

In August of 1975, Mathias and MacDougall approached Davis on the establishment of the College of Criminal Justice which was separate from the Graduate School and would be a stand-alone entity within the University of South Carolina in a proposal they had written (Mathias and MacDougall, 1975).

We believed a College of Criminal Justice should be established at the earliest possible date to

administer the existing masters and associate degree[*] programs and to house the baccalaureate program which was in the planning stage.

Instructional Program

Requirements for the degree may have been completed entirely in the day, entirely in the evening or any combination of the two. Courses offered in the evening would be offered by the College of Criminal Justice, not through the Evening Division. We believed this was critical because it meant by using our regular faculty, the quality of the program would be consistent and high. It also meant these classes would be part of the faculty member's regular load thus, eliminating overwork and having the evening courses become secondary and dealt with on a second class basis (Mathias and MacDougall, 1975).

Mathias and MacDougall understood that the majority of students attending the masters program would be members of the law enforcement community and would be unable to attend during the day. It was important, therefore, for the day and evening programs be identical to maintain the credibility of the program (Mathias, 1996; and MacDougall, 1997).

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[*] Mathias and Varney agreed that by combining the associate degree with the approved master and proposed bachelor programs that a stronger curriculum would be created. Varney did not agree that a separate college was necessary, but that these programs should exist within the College of General Studies (Varney, 1998).

A work-study (2 days per month) class in Columbia had been recruited consisting of most of the senior criminal justice administrators in the state. Another class on this same format was offered in Charleston to a class of about 20 students, almost all of whom were in-service personnel with criminal justice agencies in the Charleston area. Both of these classes were specifically designed to meet the needs of the criminal justice community in South Carolina. A substantial part of this program was that it was offered on the weekends (Mathias and MacDougall, 1975).

Research and Public Service

Workshops to assist business and industry relative to physical plant security had been scheduled for the 1975-76 year. These workshops, offered jointly with the College of Engineering, were to be offered in Charleston, Greenville and Florence as well as Columbia and were to be cosponsored by local and state criminal justice agencies. Other workshops were to be planned and implemented after the new faculty arrived. Although exact topics had yet to be determined, they would not duplicate subject matter more appropriately covered by the South Carolina Criminal Justice Academy or other operational agencies. Rather, they were to be designed to relate academic expertise on

> *campus to the needs of the field. Potential topics included child abuse, police-press relations, rights of administrators and grantsmanship. The potential ties of these programs to the College of Social Work, College of Journalism and others were apparent. These programs were to be self-supporting through registration fees. Research was generally directed along the same types of topics on which USC had expertise and designed to deal with the real problems faced daily by agencies in our state (Mathias and MacDougall, 1975).*

These workshops, while a progressive idea, never became a reality. Lack of interest from the law enforcement community to attend and the University of South Carolina to allocate resources to the development of such a program stifled any further exploration (Mathias, 1996; and MacDougall, 1997).

> *Criminal Justice Document Center*
>
> *Over the summer, an information systems specialist had designed a system and developed the computer software for an automated documents center. When the program had been completed during the 1975-76 academic year by graduate assistants, the USC College of Criminal Justice would have one of the best collections of ephemeral (not library circulating) documents in the filed of Criminal Justice in the US. Potential expansion of this*

effort was being discussed through the acquisition of a similar collection currently housed in the Office of Criminal Justice Programs, a branch of the Office of the Governor.

Cost

By transferring the budgets of both existing programs (associate and bachelor) to the proposed College of Criminal Justice, the College would be able to function adequately at the time. There would be some financial constraints related to the FY 76 budget position of USC, but no additional funds were to be required simply because of the establishment of the College. Additional funds would be required to support the new baccalaureate program; however, these additional funds would be required in any event (Mathias and MacDougall, 1975).

Ultimately, while the college became a reality, the merging of the associate and masters programs within the college never happened. The University of South Carolina was moving away from having associate degrees at the Columbia campus and was moving all such degrees to it's regional campuses (Davis, 1996).

Transfer of Credit

There was at least a reasonable expectation, if not a virtual certainty, that the problem in credits not being transferable would be eliminated because of

working relationships already established between the Graduate Program and other academic departments at USC (Mathias and MacDougall, 1975).

Retention of an Associate Degree

There seems to be consensus that an Associate Degree should be retained, but modified.

Design of Associate Degree

The proposed re-design of the associate degree was more in line with existing freshman-sophomore coursework at USC and was better coordinated with the wishes of the criminal justice community because it assumed a differentiation in role between USC and operating agencies which permits each to make the highest and best use of existing resources and expertise. The proposed revision was significantly stronger than the existing degree because it required the students to be exposed to a wide variety of faculty input from many academic departments rather than from a restricted range of faculty offering the Core courses in General Studies. This principle was the backbone and critical component of higher education which recognized the importance to the learning process of faculty diversity.

Administrative Structure

To have all Criminal Justice programs administered by the College of Criminal Justice

would be consistent with academic structures in general. It would facilitate normal administrative operations such as budget and personnel matters and would reduce the inevitable dysfunction and wasted effort of administrative fragmentation. It seemed interesting that the best interests of USC, administratively, would be served by use of the principle of parsimony.

Faculty Morale and Production

Criminal Justice Faculty morale would be higher in a College of Criminal Justice because of the ability to specialize in offering a narrower range of courses that better corresponds to the expertise and interests of each individual faculty member as well as the fact that necessary committee service in-house and at the university level could be spread more equitably. Because of this more specific focus, it would be reasonable to expect increased faculty production in research and public service as well as better classroom teaching as compared to any other administrative structure.

Physical Facilities

The space that was currently being renovated in the Coliseum would be adequate to house both programs.

LEEP

For the first time, the FY 76 LEEP application to the United States Department of Justice was submitted in a singular application for the associate and masters programs as well as for the Regional Campuses[9]. This internal coordination seemed to be desirable to USC, and it unquestionably presented a better image to funding sources because it showed that USC could get it together (Mathias and MacDougall, 1975).

On June 12, 1975, Mathias attended a meeting in the Atlanta Regional Office of LEAA. Mathias learned of the pending 45 percent reduction of LEEP funding (Mathias, 1975c). This 45 percent reduction started the slow downward trend that was felt across the country and ended with the abandonment of the LEEP tuition assistance for students (Mathias, 1996).

Other Student Financial Aid

Merger of the existing programs into the College of Criminal Justice were to facilitate students in the associate degree program relative to participation in programs currently being developed to provide student financial assistance through joint programs with several criminal justice agencies. Not only would this provide substantial financial aid, but

[9] Varney and Mathias had agreed that one application would make for a stronger university position with LEEP officials (Mathias, 1996; and Varney, 1998).

would lead to the placement of many graduates in South Carolina criminal justice agencies. Thus, the fruits of our labors and the benefit of South Carolina's tax dollars would yield a significant and direct benefit to the state (Mathias and MacDougall, 1975).

Library

Existing library resources were generally sufficient to support the existing programs. Merger would facilitate and coordinate future acquisitions reducing confusion among the library staff and eliminating costly and frustrating duplication among Criminal Justice faculty members.

Job Placement

Because existing and developing relationships between the Graduate Program and operational criminal justice agencies, a merger would enhance employment prospects in the associate degree program. This was quite an important factor in view of the heavy pre-service enrollment at the associate degree level.

Broadening of Perspective and Opportunities

Current contracts and future joint research and public service efforts between the Graduate Program and other academic departments would yield beneficial learning effects upon the students in the associate degree program, as well as contributing

significantly to faculty development. Examples include: computer graphics mapping and spatial analysis with Geography; cross cultural problems facing criminal justice with Art, Music, Anthropology, Comparative Literature and Afro-American Studies; an understanding of the development of the criminal justice system through History; a better understanding of criminal and deviant behavior through Psychology and Sociology; an understanding of crime causative correlation from Public Health and the new Community Psychology program; a better understanding of the role of criminal justice as a government function through Public Administration; and new perspectives on human rights in the criminal justice system through Philosophy. For the associate degree program to be restricted to the current narrow range of faculty talent available in General Studies when these resources and more already existed across the campus was criminal and deprived students and ultimately agencies and citizens of South Carolina, of the very best resources that USC had to offer.

Impact on FTEs in General Studies

This proposal would have a significant impact by decreasing FTEs generated in the College of General Studies. It would appear that this could be offset in one or more of several ways.

1) Criminal Justice students needing the specialized talents of General Studies faculty in communication skills and other areas could take GSTD courses in lieu of certain courses usually taken in English or in other departments. This would permit the continued use of unique talents of General Studies faculty on "as appropriate" basis. 2) Approval of the proposed Associate of General Studies would open a new potential enrollment as yet untapped which should be considerably larger than the current Criminal Justice enrollment. 3) Reduction in the use of part-time faculty should not impair the need for nor the effectiveness of current full-time faculty in the College of General Studies. 4) It would be our desire to develop in consultation with the College of General Studies new programs as needed to improve any deficiencies found in the preparation of General Studies students. Such programs could be housed in General Studies and would be consistent with their mission, as we understand it, of educating students with academic deficiencies through the use of their specialized faculty recruited because of these skills.

Intra-Institutional Cooperation

It would be the hope that a College of Criminal Justice could find ways to cooperate effectively with sister state educational institutions, most

> *likely in the area of cross cultural problems with South Carolina State and in defensible space with the School of Architecture at Clemson. Initial discussions had already been held with South Carolina State (Mathias and MacDougall, 1975).*

South Carolina State University was preparing to offer a bachelor of science degree in criminal justice. State had completed the necessary paperwork requesting permission from the CHE. In 1976, State requested and received permission from the CHE to offer the bachelor of science degree in criminal justice (Mathias, 1996).

> *Summary: An Opportunity for Excellence*
>
> *The establishment of a College of Criminal Justice would provide a high degree of visibility, both within USC and across the nation, which would materially enhance our capability to develop the nation's first Criminal Justice program for the practitioners and students of the State of South Carolina. A significant aspect would relate to our improved opportunities to secure grant and contract moneys at the federal, state and local levels as well as offering a positive perception of this field to the USC faculty in general (Mathias and MacDougall, 1975).*
>
> *A College of Criminal Justice at the University of South Carolina would be the first in the South. The only partially similar schools were one in Law*

Enforcement at Eastern Kentucky University, one in Criminology at Florida State University and an institute in contemporary corrections at Sam Houston State University. The closest Colleges of Criminal Justice were at Rutgers and SUNY at Albany. However, even these could not match the plans for the proposed USC College of Criminal Justice because they did not have a complete program of instruction, research and public service and had no commitment to serve the special needs of the criminal justice community.

The elements of public service and meeting special needs could be critical in contributing to a new image of service for USC which would likely lead to greater citizen support, greater legislative support and greater service to the State of South Carolina from its flagship university (Mathias and MacDougall, 1975).

This request, by Mathias and MacDougall, fell in line with the early desire of Patterson and Davis of having a stand-alone College of Criminal Justice (Davis, 1996). Patterson and Davis were motivated this way due to their interpretation of what the State Legislature had meant when it called for and funded the Graduate School[10] of Criminal Justice (Davis, 1996). Anything short of the establishment

[10] Use of college and school during the 1960s and 1970s meant the same when referring to an institution of higher education (Davis, 1996).

of a college, Davis felt was not fulfilling the wishes and direction of the legislature.

Mathias recalls that there was a clear understanding about the status of the College of Criminal Justice from the beginning (Mathias, 1996).

> *I don't remember if this discussion (on college status) was before I came or shortly after I came, but no later than shortly after I arrived at USC. There was a clear understanding on the part from the Provost (Davis) by inference to the president (Patterson), Reeves, and us (Mathias and MacDougall) that we would be a college. So the 1974 General Assembly appropriated the money, Ellis and I came in 1975 and we were officially approved by the Board of Trustees as a College effective July 1, 1976. So I guess we were a Bicentennial College (Mathias, 1996).*

Finally, the pieces had fit together and the University of South Carolina had a new program and college in criminal justice. While many believe that the University of South Carolina would have come to the realization that a criminal justice program was needed, they would also tell you the ability to develop a program that was all things to all people would not have been possible. What is the possibility that a graduate student, a hopeful candidate for governor and a new provost would have teamed up and legislated a college into existence?

During a time, 1970s, when higher education students were only beginning to find their voices (Morn, 1995, p. 100, one spoke out loud and clear, and ended up making a difference.

CHAPTER 5

THE CHARACTERISTICS OF LEADERSHIP

The primary purpose of this study was to explore the origins of the College of Criminal Justice at the University of South Carolina in order to determine why the University added criminal justice to the curriculum and how the organizational structure of the University was altered to accommodate this new field. The secondary purpose of this study was looking at the individuals involved and how they approached their newly found role of leader. The four leadership models explored in this study were; 1), transactional, 2) political, 3) bureaucratic, and 4) participative.

In the endeavor that ultimately ended with the founding of the College of Criminal Justice there were four individuals who stood out as leaders. Reid Montgomery (a doctoral student), William Patterson (University of South Carolina's President), Keith Davis (University of South Carolina's Provost), and William Mathias (the first dean of the college) have, as Yukl (1994) stated, touched people's lives through their accomplishments. These four were selected for further analysis based upon the comments expressed by interviewees concerning their participation in

the establishment of the College of Criminal Justice and their understanding of their leadership involvement. While other individuals were involved with the founding of the college (e.g., committee members), these four propelled this cause to finality.

Montgomery's motives, some have said, were purely selfish and self-serving because of his desire to take graduate courses in criminal justice. What would he have gained? The masters program in criminal justice was established well after he had graduated (Montgomery, 1996).

Patterson had been the provost prior to Davis and had been in that position for 25 years until becoming the president. Patterson understood the political nature of his position and the ramifications connected with the legislature's funding of the graduate program at the University of South Carolina. The manner of how he handled the different groups, both inside and outside the university, and the implementation of the graduate program in criminal justice, would have implications for the university and himself well into the future (Davis, 1996).

Davis was portrayed as a new and energetic provost who thought that building a college would be great fun (Davis, 1996). Great pressure was placed upon Davis by Patterson and the committee members to manage the process and failure was not an option.

Mathias was brought into the university to be the first dean. With help from MacDougall, Mathias developed,

presented to the university administration and the CHE, and implemented the criminal justice curriculum for the college. As Davis previously identified, there were "sharks in the water" who wanted the money that had come from the legislature for the establishment of the college (Davis, 1996; Mathias, 1975a, 1975b, 1996; and MacDougall, 1997).

All four of these key actors exhibited different leadership styles. An examination of these illuminates the dynamics that contributed to the founding of the College of Criminal Justice.

Reid Montgomery

Montgomery was clearly a transactional leader as described by Burns (1978) and expanded by Bass (1985, p. 31). Burns saw transactional leadership as an exchange of "rewards for compliance". Bass agreed with Burns but tended to look at transactional leadership in broader terms (Bass, 1985). Bass identified three components of transactional behavior; "contingent reward", "active management by exception", and "passive management by exception" (Bass, 1985, p. 31; and Bass & Avolio, 1990).

Contingent rewards are identified as the expected behavior or support needed to obtain the desired reward. Montgomery demonstrated this behavior when dealing with the law enforcement community and with the state legislators. By supporting Montgomery through the writing of letters to Patterson and members of the legislature, Montgomery was

offering the law enforcement community a graduate program in criminal justice in South Carolina (Davis, 1996; Montgomery 1996; and MacDougall, 1997).

Montgomery's contingent reward transactional behavior was further shown in his attempts to gain the support of the legislators in South Carolina. Montgomery was willing to provide, to the legislators, the law enforcement community's political support in their upcoming bids for re-election and also for those running for governor (Montgomery, 1996).

While no evidence of Bass's second behavior, active management by exception, could be found, it can be observed that Montgomery did exhibit the third component, passive management by exception. Active management by exception requires the monitoring of the activities and corrective actions of others to ensure that the expected outcomes or work is being carried out. It is likely that Montgomery did not have the opportunity or time to develop and exhibit this behavior. Montgomery had approached the legislators who were running for governor in late Spring and early Summer of 1974. On June 6, 1974, he was contacted by Edwards to convey his support for the graduate program, and on June 19, 1974, the amendment to the state budget was voted on and passed into law (Montgomery, 1996; and Edwards, 1997). Montgomery had still been in the process of contacting members of the state legislature in hopes of gaining support when he was notified by Edwards' office

that money had been provided for the establishment of the program.

The third behavior, passive management by exception, could be implied to have been employed by Montgomery when he dealt with the legislators. Passive management by exception utilizes contingent punishments when individuals deviate from the desired performance. The failure of backing a program in criminal justice, it could be implied, would have been a difficult position for a legislator to defend to his constituents. With the increasing crime rate, the racial riots of the late 1960's, and the Vietnam War protests still very vivid in the minds of South Carolinians and the nation, it was not possible for a politician to take a position that could be viewed as anti-law enforcement (Morn , 1995, p. 51; and Montgomery, 1996).

William Patterson

Patterson was a political leader as defined by Plott (1982). Patterson was aware that leadership depended on a good presence and a good sense of timing, and an ability to influence people towards compromises and coalitions (Davis, 1996). Walker (1979) believes that being there was critical; and Patterson, after 25 years as the number two man at the university, understood the need to know where the University of South Carolina Trustees wanted him to stand on any issue (Davis, 1996). Patterson, after all, was appointed, by the trustees, to the position of

president without any search, inside or outside the university (Davis, 1996).

When faced with the unexpected funding from the legislature, Patterson was concerned about the implications of the wording of the amendment. The amendment called for a "school" to be established. Because of this wording, Patterson decided that the legislators had demanded an establishment of a new college within the university (Davis, 1996). While Patterson was many things, he was mostly a mediator (Davis, 1996). "The first task of the mediator is peace...peace within the student body, the faculty, the trustees; and peace between and among them" (Kerr and Gade, 1986). To maintain university peace (acceptance), no announcement concerning the establishment of a new college was made. Patterson wanted to wait until well after the program was established and accepted by the law enforcement and university communities before the issue of college status was addressed (Davis, 1996; Mathias, 1996; and Reeves, 1997). Patterson felt that if this issue was raised and the outcome (college status) was known by the Committee of University Professors, participation by the colleges, expressing an interest in taking over the program and funding, would suffer (Davis, 1996).

Patterson also understood his ability to delegate responsibility and authority within the university. While he clearly needed to attend to the establishment of the college, he also knew he had an university to run (Davis,

1996). Since he could not be weighted down with the details involved in the process, he delegated to his provost.

Keith Davis

Davis was functioning as a new provost in a bureaucratic system where he was directing, coordinating and controlling subordinates to obtain the goal of establishing the program in criminal justice and thereby satisfying his boss, Patterson (Birnbaum, 1988). When identifying the most successful organizations, Birnbaum states that it is found in those organizations where the processes of coordination are attempted and accepted as legitimate. Any attempt to exercise control by an individual that is viewed not to have the right to lead will cause confusion and refusal to comply (Birnbaum, 1988).

Bureaucratic authority (leadership) starts with a common understanding and acceptance of the rules, and what authority a given individual has (Yukl, 1994). Davis was established at the University of South Carolina as the provost and was granted the authority by Patterson to establish the program in criminal justice (Davis, 1996).

The core of bureaucratic management (leadership) is decision making. The leader is expected to be a rational analyst who can not only calculate the most efficient means by which goals are accomplished but also design the systems of control and coordination that direct the activities of

others (Baldridge, Curtis, Ecker, and Riley, 1978). Baldridge, et al, 1978 stated, "Bureaucratic structures rationalize the hero role. By legitimating the leaders, they give them some of the aura of heroes, so that merely by the nature of their office they have more influence." Bureaucrats are concerned with planning, directing, organizing, staffing, controlling, and evaluating. They control activities by making decisions, resolving conflicts, solving problems, evaluating performances and output, and distributing rewards (Bolman and Deal, 1984).

The distinctive advantage of a bureaucracy is that Davis did not need to do all the work and maintained only an administrative hold over the activities of the establishment of the program in criminal justice. Davis utilized the formation of committees to identify the needs of both the law enforcement community and the university (Davis, 1996; and Reeves, 1997).

Delegation, was one aspect of Davis's leadership style which allocated some of his authority as Provost to the members of the committees, Reeves, and Mathias (Davis, 1996). Delegation as defined by Simon (1961) is the assigning of responsibilities, the right to make decisions or expend funds. Additionally, the person to whom the authority has been delegated must be held accountable by the authorizing agent. Davis' ability to delegate was the basis of his leadership style.

Reeves was delegated the responsibility to establish, select, organize, and manage the two committees. These committees had the authority to direct the establishment of the program in criminal justice (Davis, 1996; and Reeves, 1997). The Criminal Justice Advisory Committee was delegated the responsibility to determine the needs of the law enforcement community and to draft a job description for the dean of the new college. The Committee of University Professors had the responsibility of developing the curriculum and for addressing concerns that the CHE may have during the development and implementation of the new college.

William Mathias

Participative leadership is primarily concerned with power sharing and the empowerment of others (Yukl, 1994). Yukl defines participative leadership as the "efforts of a manager to encourage and facilitate participation of others in making the decisions that would otherwise be left to the manager." Involving other groups and individuals in the decision making process is often necessary to obtain something that is needed from those groups.

Yukl (1994) notes that participative leadership can take many forms or levels of participation in the decision making process. When utilizing the "Autocratic Decision", the manager makes the decision by himself, without the help, input or influence of others. "Consultation" finds the manager asking for opinions and ideas prior to the

decision making which he does alone. In "Joint Decision", the manager seeks other opinions and ideas, and allows for participation from others in the decision making. Finally, "Delegation" has the manager giving the responsibility and authority for making a decision to an individual or group. As will be pointed out, Mathias was clearly a participative leader.

Yukl (1994) identifies potential benefits associated with participative leadership:

> *Participative leadership offers a variety of potential benefits. It is likely to increase the quality of a decision when participants have information and knowledge that the leader lacks, and are willing to cooperate in finding a good solution to a decision problem. Moreover, the opportunity to have some influence over a decision usually increases commitment to it, and the greater influence people have over a decision, the greater their commitment is likely to be.*

When questioned about his management style during his efforts in the creation of the program in criminal justice, Mathias recalled that he emphasized the need for mutual cooperation and participation (Mathias, 1996). He wanted to give the individuals participating a sense of commitment to the establishment of the criminal justice program.

> *Lateral consultation with people in different subunits is used to increase decision quality when*

> *peers have relevant knowledge that the leader lacks. When other managers are involved in the implementation of a decision or are affected by it, consultation is a way to increase their understanding and acceptance of the decision (Yukl, 1994).*

By meeting with the different deans within the university, Mathias was hoping to increase the quality of the criminal justice program by obtaining the specific institutional knowledge that he lacked at the University of South Carolina (Mathias, 1996). Conversely, Mathias was hoping that he could impart some of his knowledge to the deans on the interdisciplinary curriculum that he was proposing. He was also expecting to obtain participation in identifying the specific courses that would be applicable to the program. This participation, Mathias expected, would motivate the commitment among the deans necessary for a successful program.

> *Consultation with outsiders such as clients and suppliers helps ensure that decisions affecting them are understood and accepted. Consultation with outsiders is a way to learn more about their needs and preferences, strengthen external networks, improve coordination, and solve mutual problems related to the work (Yukl, 1994).*

Mathias' interaction with the South Carolina law enforcement community provided him insight into their wants

and desires in this program. He found they had no desire for a technical program but one which broadened the student's knowledge (Mathias, 1996). Lexington County Sheriff Metts recalled meeting with Mathias in 1975 and discussing the need for an interdisciplinary curriculum to better prepare the law enforcement community for acceptance into society as a profession (Metts, 1997).

Mathias, at times, practiced transactional leadership when he found himself lacking knowledge that could be obtained elsewhere at the University of South Carolina or in the community. Mathias was an unknown commodity in South Carolina; and while he could rely heavily upon MacDougall's reputation in the state, he knew that he had to build a personal relationship with the law enforcement community. Mathias understood that potential students would come from the law enforcement community and that the strength of the program would depend upon their acceptance and buy in of not only the program but of him (Mathias, 1996). Additionally, the ability to provide practicums within local law enforcement agencies, and ultimately placements, would rely upon his relationship with the law enforcement community.

Leadership Analysis

Leadership comes in many forms and no one form is necessarily correct for any given situation. The ability to understand what it takes to make a group or organization

pull together for a specific set of goals and the ability to implement it, makes a leader (Yukl, 1994).

Importantly, perhaps crucially, no one's leadership style during the establishment of the college conflicted with another's. This most likely can be attributed to the fact of a distinct separation of activities, with only limited overlap. There was a funding phase, in which Montgomery went about gaining support for the program from the state legislature and the law enforcement community. After gaining that support, Montgomery relinquished his role as a leader and went on to graduate and obtain a position in Washington, DC in late 1974.

The organizational phase found Patterson and Davis working to obtain the necessary committees to work on the needs the program was to fulfill. Once the committees were formed, Patterson and Davis allowed them to work on the issues that they had been assigned. Only when the committees had completed their work did Davis step back into a leadership role for the implementation of their recommendations (e.g., hiring the dean).

Finally, in the development phase, Mathias worked inside and outside the university and laid the groundwork of the interdisciplinary curriculum approach.

Conclusion

A fitting conclusion looks at leadership skills as categorized by Katz (1955), as they apply to Montgomery, Patterson, Davis, and Mathias. There are three skill

categories: technical, interpersonal, and conceptual (Yukl, 1994).

> *Technical skills: Knowledge about methods, processes, procedures, and techniques for conducting a specialized activity, and the ability to use tools and equipment relevant to that activity. Interpersonal skills: Knowledge about human behavior and interpersonal processes, ability to understand the feelings, attitudes, and motives of others from what they say and do, ability to communicate clearly and effectively, and ability to establish effective and cooperative relationships. Conceptual skills: general analytical ability, logical thinking, proficiency in concept formation and conceptualization of complex and ambiguous relationships, creativity in idea generation and problem solving, ability to analyze events and perceive trends, anticipate changes, and recognize opportunities and potential problems (Yukl, 1994).*

Montgomery and Patterson had the interpersonal skills and diplomacy necessary for the establishment of the cooperative relationships within the legislature and law enforcement community. Davis, in his establishment of committees and forming of complex relationships, had the conceptual skills necessary to see the whole picture. Mathias had the specialized knowledge and curriculum tools relevant for the creation of a program. It was

serendipitous that these individuals, coming together from different paths, ultimately complimented and enhanced each other's leadership activities.

The purpose of this study was to identify the events and individuals responsible for the founding of the College of Criminal Justice. On the basis of the findings of this study, the following conclusions are offered:

1. It appears certain that the efforts of Reid Montgomery had a profound affect on the establishment of the College of Criminal Justice at the University of South Carolina, without which, a graduate program in criminal justice in South Carolina would have been placed in jeopardy.

2. The development of criminal justice education at the University of South Carolina is an outstanding example of cooperation of groups outside and inside the university.

3. Due to Patterson's desire to fulfill his obligation to the legislature, there was no other option but to establish a college.

4. The past, present and future success of the college owes itself to the interdisciplinary program that was developed and implemented by Mathias and MacDougall in cooperation with the university as a whole.

Epilogue

Since the founding of the College of Criminal Justice, the story has continued. During an investigation by the university of possible cost savings, the organizational

structure of the university was questioned as it applied to the College of Criminal Justice. The combining of the criminal justice programs into another college was explored with public discussions held by the university in 1995. Due to the public and political outcry voiced in these meetings and in the news media, the university dropped this re-organization as a cost savings measure. While some supporters of the college have breathed a sigh of relief, further exploration of this is not out of the question as the university continues to look for ways to streamline its organization.

Varney continued on in his position as the dean of the College of General Studies until his retirement in 1994. Edwards went on to become the president of the Medical University of South Carolina in Charleston, South Carolina. Reid Montgomery, Jr., left federal employment after four years and is presently a professor in the University of South Carolina's College of Criminal Justice as is William Mathias. Davis is presently the dean of the University of South Carolina's psychology department.

In the 1995, the organizational structure of the University of South Carolina was brought into question as it applied to the College of Criminal Justice. The university investigated the possibility of placing the criminal justice programs into another college as a cost savings measure. Due to the public and political outcry that ensued, the university discontinued any further

discussions on this subject. While many supporters of the College of Criminal Justice breathed a sigh of relief, the continued study by the university for cost savings may bring this issue to the forefront again.

Further research questions have been brought to light during this study and should be explored. One such question would look at the founding of the University of South Carolina's School of Medicine and School of Public Health, the two other schools established through the state legislature. The continuation of the College of Criminal Justice since its establishment involving twenty-three years of staff and curriculum growth, demands further investigation. Finally, further research into the 1995 re-organization efforts by the university should be explored and characterized for the next generation of criminal justice educators.

APPENDIX A

RESEARCH METHODOLOGY

The purpose of this study was the documentation of the origins of the College of Criminal Justice at the University of South Carolina and the examination of anomalies in decision making and implementation that occurred in the initiation of the college. This purpose lent itself to the use of a historical methodology which Cohen and Manion (1989, p.48) identify as:

> *"...the systematic and objective location, evaluation and synthesis of evidence in order to establish facts and draw conclusions about past events."*

Historical Research

Hill and Kerbert (1967) categorize the values of historical research as: 1) it allows solutions to present day problems to be sought in the past; 2) it provides future trending of issues from past performances; 3) it considers the importance and effects of cultural interactions; and 4) it accepts re-evaluation of selected hypotheses, theories and generalizations.

The compilation of the evidence used in a historical study is unlike that used in a scientific study. Whereas a

scientific study utilizes direct observations, the historian deals with the evidence left by man, his thoughts and acts (Hockett, 1955). The historical methodology is an exercise in collecting data and then assessing the accuracy of the sources. Borg and Gall (1993) identify the steps "that are common across most historical studies," as: 1) identifying the problems and questions to be examined; 2) seeking sources that contain the historical facts; 3) analyzing and evaluating the historical sources obtained; and 4) the systematic presentation of the facts within an interpretive framework (p. 819). The methodological plan that was used for this study sought to: 1) obtain and verify sources that told the story of the founding of the College of Criminal Justice; 2) interpret the data obtained in terms of existing theoretical frameworks (such as curricula change, leadership, and political activism); and 3) present and discuss the results of the study.

Specifically, this study utilized the historical case study methodology which Merriam in Case Study Research in Education (1993) reports "employs techniques common to historiography in particular, the use of primary source materials" (p. 24). Merriam continues by stating:

> *"In applied fields such as education, historical case studies have tended to be descriptive of institutions, programs, and practices as they have evolved in time."*

Bogdan and Biklen (1982), discuss historical case studies as representative of a common methodology used in educational research. They go on to agree with Merriam by reporting that the historical case study methodology focuses on a specific organization and traces its development through time. Stake (1995) reports that the use of the case study methodology allows the researcher to study the particularity and complexity of a single case within important circumstances.

Fieldwork

The primary field work was the obtaining and verifying of sources that told the story of the founding of the College of Criminal Justice. Leads for sources of information were sought in the University of South Carolina's Caroliniana Library, the University of South Carolina Archives and through interviews with individuals identified in library and archival documents to have been involved in the founding of the College of Criminal Justice.

Sources were identified as either primary or secondary as outlined by Cohen and Manion in Research Methods in Education. Cohen and Manion (1989) identify primary sources as the "life-blood of historical research" and secondary sources "which may be used in the absence of, or to supplement, primary data." They further identify primary sources as either artifactual (i.e., remains or relics from a given period) or items that have a direct

physical relationship to the event. Cohen and Manion continue by identifying secondary sources as those that do not have a direct physical relationship to the event. A secondary source can simply be defined as a source that is not original (i.e., quoted materials, textbooks, encyclopedias, etc.). Conversely, a secondary source, as defined by Fraenkel and Wallen, is a piece of evidence prepared by an individual who was not a witness to the event. Fraenkel and Wallen in How to Design and Evaluate Research in Education (1990) list four categories of sources: documents, numerical records, oral statements, and relics. Yin, in his work entitled Case Study Research: Design and Methods (1989), similarly identifies six sources: documentation, archival records, interviews, direct observations, participant-observation, and physical artifacts. Of these six, only four are of benefit to the historical case study: documentation, archival records, interviews, and physical artifacts. Fraenkel and Wallen identify a primary source as a piece of evidence that was prepared by an individual who was a direct witness to the event.

As mentioned earlier, Fraenkel and Wallen as well as Yin spoke about four categories of sources (documents, numerical records, oral statements and relics), my resources for this study included these four categories with specific resources such as:

Documents: newspaper articles (both community/state and collegiate); personal or official letters written concerning the founding of the College of Criminal Justice; personal diaries of individuals identified as possibly having information pertinent to this study; University of South Carolina course catalogs, university Bulletins; college program descriptions, and course descriptions; University of South Carolina Board of Trustees reports, memoranda and appropriation requests; university, college and department memorandums; South Carolina State Legislature reports, memorandums, records, and press releases; and South Carolina Commission on Higher Education reports, memorandums, meeting minutes, press releases, and the papers of the late University of South Carolina President Patterson. Upon reviewing these documents, special attention was paid to obtain additional leads where additional documents could be obtained.

Numerical Records: University of South Carolina Board of Trustees, university, college and department budgets and student census information.

Oral Statements: interviews (in person and via telephone) with, but not limited to, individuals that were instrumental in the founding of the College of Criminal Justice such as: Reid Montgomery (conducted the necessary research for Senator James

Edwards' Office for the introduction of the Bill that allocated the first $150,000 for the establishment of the College of Criminal Justice), William Leeke (Department of Corrections), Sheriff James R. Metts, former University of South Carolina Provost Keith Davis, former University of South Carolina Trustees Mike Mungo and Dr. George Reeves, and former Senator and Governor James Edwards (who introduced the bill that funded the founding of the College of Criminal Justice). During these interviews, the interviewees were asked if they are aware of any other individuals who would add additional information to this study and who should be interviewed.

Oral statements, according to Fraenkel and Wallen (1990), can include statements made in the past that provide information to the researcher. Therefore, throughout the data collection process, special attention was directed toward locating the speeches containing information concerning the founding of the College of Criminal Justice. This was facilitated through asking the interviewees during the oral interviews if they have or are aware of any speeches that were delivered concerning the founding of the College of Criminal Justice.

Relics: Fraenkel and Wallen define relics as objects whose physical characteristics provide information to the researcher about his/her subject. Examples

of such may be, pieces of art, clothing, equipment, buildings, monuments. While no examples of relics were identified during this study, this researcher was aware of the possibility of such and kept a watchful eye for any examples.

Verification of Data

Verification of the data obtained from the available sources was performed, where possible, through the use of triangulation. Cohen and Marion (1989) as well as Stake in The Art of Case Study Research (1995) identify triangulation as the obtaining of more than one data point to reach what the author of the study wants to portray as a fact. Simply put, triangulation is the verification of a fact through the use of corroborating evidence. Barzun and Graff, in The Modern Researcher (1992), identify the need for collation of the facts to verify a resource's authenticity. In this study, the researcher cross checked among the documents (letters, memorandums, etc.), official records (legislature, University of South Carolina, and Trustees), and interviews to maintain this triangulation. Where conflicts or concerns arise, additional sources were pursued.

Fraenkel and Wallen (1990) highlight the need for evaluation of historical sources through the use of external and internal criticism. External criticism refers to the authenticity of the sources that the researcher uses. As an example, was the document written by the

person in question or was this person a witness to the event? External criticism roughly equates to attention to detail and source creditability by the researcher to establish authenticity of the document or individual in question (Borg and Gall, 1993).

Internal criticism refers to the accuracy of the contents of the document or the information provided through interviews. As an example, is what I find in a document accurate or during an interview is the individual telling me what he/she believes I want to hear or is he/she attempting to increase their own notoriety? These questions, as well as others that question the genuineness of information, were asked throughout the collection and analysis phase of this study.

While the above internal criticism focuses primarily on informant bias, the possibility of researcher bias is also plausible (Barzun and Graff, 1992). Additionally, Barzun and Graff in The Modern Researcher (1992, p. 112), conclude that historians arrive at the truth through "probability." Probability as it relates to the confidence that the researcher has that a piece of information is true. They go on to say that the amount of verification that is completed by the researcher is subject to his/her own curiosity and grasp of the topic. These two forms of researcher bias were controlled in this study through the use of peer and subject matter expert reviews. The peer reviews were accomplished by the critiques completed by the

established dissertation committee members. Subject matter experts were allowed the opportunity to review specific sections of the study to which they had contributed (by phone and mail).

Interpretation of Data

Interpretation of the data was obtained in terms of existing theoretical frameworks (such as curricula change, leadership, and political activism). Throughout the collection and synthesis phases of this study the data collected was compared to present day theoretical frameworks such as curricula change in higher education, leadership theory and political activism theory. While this study was not be used to prove or disprove these theoretical frameworks, these frameworks were used to help explain the founding of the College of Criminal Justice.

Data (documents, oral history transcripts, field notes, etc.) collected during this study were coded in terms of their relation to the research questions of this study, and sub-coded to reflect additional patterns and themes that emerge during the study. This coding allowed the researcher to group concepts together so that, as Borg and Gall (1993) state, the "...phenomena that occurred in the past..." can be accurately fixed (p. 827). Additionally, a journal was kept by the researcher to document the sources of the information obtained during archival searches, oral interviews, or during peer and subject matter expert review feedback.

Miles and Huberman (1984) in Qualitative Data Analysis: A Source Book of New Methods, identify a checklist matrix that can assist in the analysis of field data generated from document reviews and oral interviews. Miles and Huberman describe a checklist matrix as "...a format for analyzing field data that can be combined into a summative index or scale. Often, but not always, the scale has a normative function; cases with more of the items on the scale tend to be better in some way the researcher considers important." A checklist matrix was used in this study to identify the phases or steps that where taken during the founding of the College of Criminal Justice at the University of South Carolina and the individual(s) involved in these steps. While this matrix was not graphically depicted in the study, it did influence the ordering of the information contained in it.

APPENDIX B

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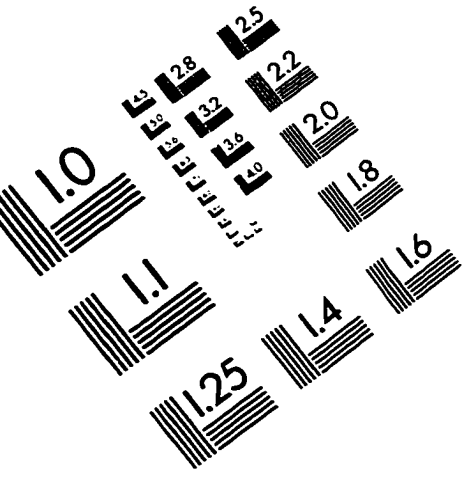
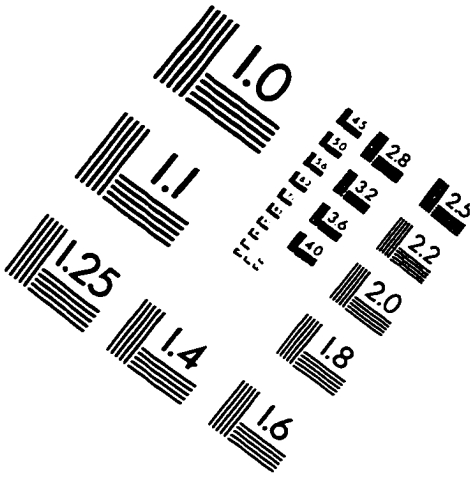
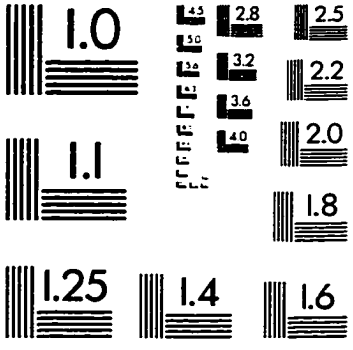
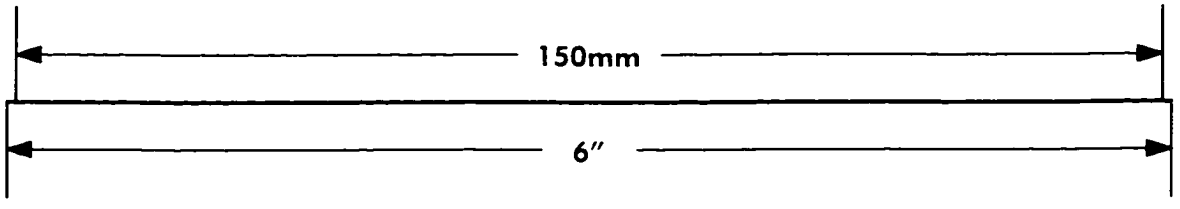
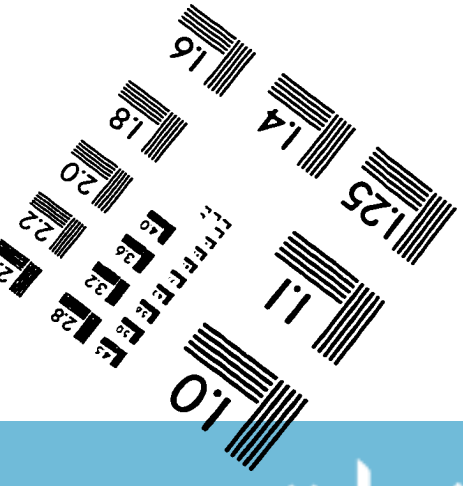
IMAGE EVALUATION TEST TARGET (QA-3)

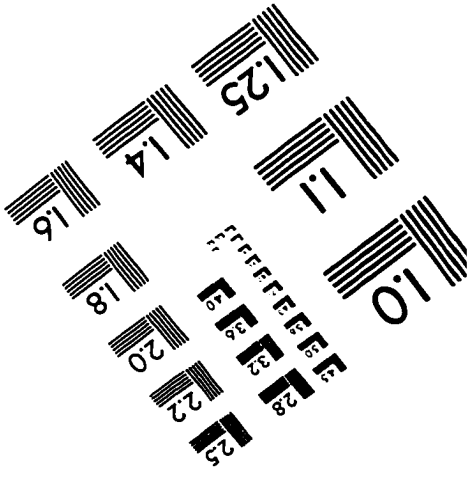












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