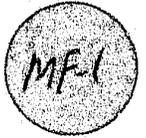




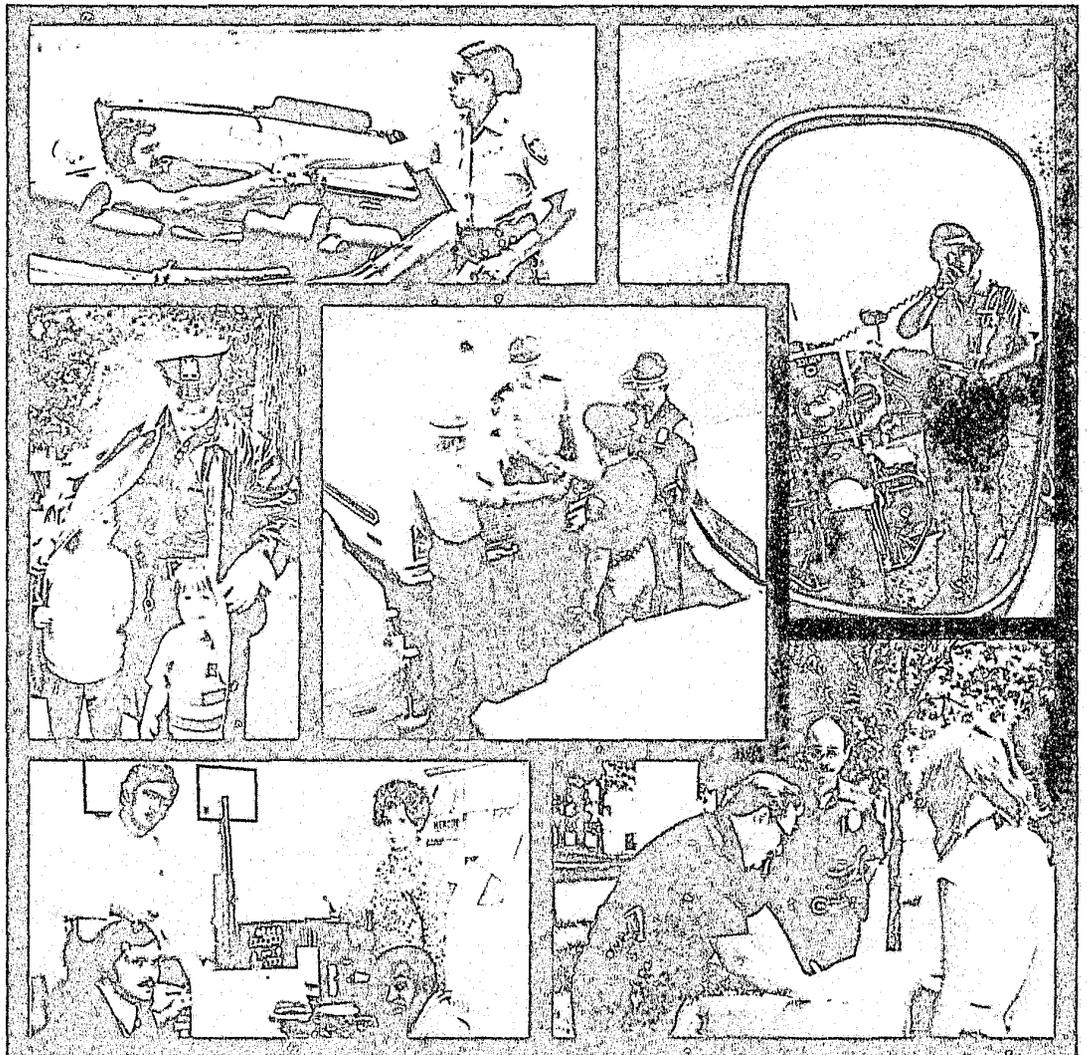
U.S. Department of Justice  
Washington, D.C.



# State and Local Law Enforcement Training Needs in the United States

## Volume I: Executive Report

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National Institute of Justice

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STATE AND LOCAL LAW ENFORCEMENT  
TRAINING NEEDS IN THE UNITED STATES

1985

VOLUME I: EXECUTIVE REPORT

A Research Study

Institutional Research and Development Unit

Training Division

Federal Bureau of Investigation

Quantico, Virginia

NCJRS  
DEC 22 1986  
ACQUISITIONS

September, 1986

## EXECUTIVE SUMMARY

The U.S. Department of Justice has for many years offered several forms of financial assistance in support of the training for state and local law enforcement officers. In order to assure the most effective allocation of the resources available for such support, the U.S. Department of Justice, in 1981, requested that the Institutional Research and Development Unit, Training Division, Federal Bureau of Investigation, undertake a long-term comprehensive study of state and local law enforcement training needs throughout the United States.

Five objectives of this ten-year study, as established, were of relevance to this report:

1. To determine the type and extent of any state and local law enforcement training needs as perceived within the context of their individual organizational missions and environments,
2. to identify any differences in the nature of the training needs at the various demographic levels of relevance,
3. to provide training needs information which would facilitate any Federal law enforcement training programs developed to meet the needs of the state and local law enforcement agencies,
4. to reassess training needs on a regular basis, and
5. to accommodate future survey and analysis efforts, such as:
  - a. modifying the survey instrument in such a manner as to effectively monitor any changes which may occur in the tasks required to carry out law enforcement responsibilities, and
  - b. projecting future training needs.

This project, entitled "Nationwide Law Enforcement Training Needs Assessment" was initiated in 1982 and the findings for Phases I and II of the study have been published (U.S. Department of Justice, 1983 and 1985). Phase III of the study was conducted during 1985. This report presents the findings of Phase III.

The questionnaire utilized in this phase of the study is an enhanced version of the instrument used in Phases I and II. In June of 1985, questionnaires were mailed to a sample of state and local law enforcement agencies in the United States with a request for information concerning their training needs.

An analysis of the findings suggests that the majority of training needs given high priority by the law enforcement agencies continues to involve basic police problems and skill areas. The following are the 14 training needs most highly rated by agencies during Phases I - III of the study:

1. Handle Personal Stress
2. Conduct Interviews/Interrogations
3. Maintain Appropriate Level of Physical Fitness
4. Drive Vehicle in Emergency/Pursuit Situations
5. Collect, Maintain, and Preserve Evidence
6. Promote Positive Public Image
7. Develop Sources of Information
8. Fire Weapons for Practice/Qualification
9. Write Crime/Incident Reports
10. Testify in Criminal, Civil, and Administrative Cases
11. Search, Photograph, and Diagram Crime Scenes

12. Protect Crime Scene
13. Handle Domestic Disturbances
14. Detect, Gather, Record and Maintain Intelligence Information

Agency ratings indicated that an average of 187,000 officers required additional training in one or more of the activities listed above. In fact, according to survey respondents, there were 63 activities for which at least 100,000 officers required additional training.

When the 110 individual job activities included in the questionnaire were grouped into five major job categories and the categories prioritized, the Drug category was rated above the other four categories in a combined analysis of all types and sizes of agencies. Thus, the very high priority rating given the Drug category during Phase II continued into Phase III.

As was the case in Phases I and II, Phase III findings indicate that law enforcement training needs regarding the activities included in the questionnaire do not vary greatly based on geographic location.

During Phase III, data were gathered regarding the amount of money state and local agencies budget for training their officers. In general, annual agency training budgets for the sample agencies ranged from a low of zero to a high of \$7,000,000, with \$2,500 being the overall median value. Perhaps the most striking figure resulting from this analysis was the \$725 median annual training budget for that half of the agencies which have budgets less than the \$2,500 median for all agencies in the sample. This means that one-fourth of the agencies surveyed had annual training budgets of \$725 or less.

Agency training budgets, which may cover the costs of any course materials, tuition, travel and per diem associated with the training, etc., represent one major

component of the total cost of training sworn officers. A second important component of training cost is the cost of an officer's salary while in training. The estimated cost of officers' salaries while in training is in excess of \$70,000,000 annually.

Estimates of the total annual amount state and local agencies spend to train their sworn officers will vary considerably, depending on how the very limited available data are interpreted. A conservative figure, based on data obtained during this phase of the study, would be at least \$200,000,000, or an average of around \$425 for each of the 467,117 full-time officers in the relevant population of sworn personnel.

This report discusses the need to explore alternative training delivery methods to augment conventional academy training in job activities where the large, widely dispersed law enforcement population is highly dependent on the Federal Government for training. It is suggested, in conclusion, that the data base resulting from the survey represents an information source with useful applications beyond the immediate scope of this study.

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## INTRODUCTION

The U.S. Department of Justice has for many years offered several forms of financial assistance in support of training for state and local law enforcement officers. However, financial resources for this purpose have become increasingly limited and they must be allocated in the most efficient and effective manner. In 1981, evaluators in the Justice Management Division of the U.S. Department of Justice, recognizing that these resources could best be utilized by funding only the training most urgently needed by the state and local law enforcement officers, determined that a comprehensive training needs assessment would be required to identify and prioritize law enforcement training needs (U.S. Department of Justice, 1981). Therefore, at the request of the Department of Justice, the Institutional Research and Development Unit, Training Division, Federal Bureau of Investigation, undertook a long-term analysis of state and local law enforcement training needs in the United States. The project, entitled "Nationwide Law Enforcement Training Needs Assessment", was initiated in 1982 and the findings for Phases I and II of the study have been published (U.S. Department of Justice, 1983 and 1985). Phase III of the study was conducted during 1985. This report presents the findings of Phase III.

The overall objectives of the ten-year project, as established, were set out as follows:

1. To determine the type and extent of any state and local law enforcement training needs as perceived within the context of their individual organizational missions and environments,
2. to identify any differences in the nature of the training needs at the various demographic levels of relevance,

3. to provide training needs information which would facilitate any Federal law enforcement training programs developed to meet the needs of the state and local law enforcement agencies,
4. to reassess training needs on a regular basis, and
5. to accommodate future survey and analysis efforts, such as:
  - a. modifying the survey instrument in such a manner as to effectively monitor any changes which may occur in the tasks required to carry out law enforcement responsibilities,
  - b. determining and comparing the different perceptions of training needs as viewed by the various institutions throughout the criminal justice field, and
  - c. projecting future training needs.

Objectives 1-4, 5a and 5c are the immediate concern of this report. Part b of Objective 5 is designed to assist the U.S. Department of Justice by providing additional information which will facilitate the continued development of a comprehensive training strategy and will be dealt with in subsequent reports.

For the purpose of this project, the term "training need" was defined as a gap between what law enforcement personnel perceive as the level of expertise needed to carry out law enforcement responsibilities in an optimum manner and what they perceive as the level of expertise currently possessed by law enforcement officers. A "training needs assessment", then, is a formal process which:

1. identifies the gaps,
2. prioritizes the gaps, and

3. selects the highest priority gaps for action.

After careful review of needs assessment and job analysis literature, the Institutional Research and Development project staff concluded that a needs assessment based solely on size of gap would provide insufficient information for prioritizing law enforcement training needs. Consequently, during Phase I of the project, data were collected not only on the size of the gap that existed for specific job activities, but also on the amount of time spent performing each activity and on the amount of harm which would most likely result from inadequate performance of the activity. In Phases II and III of the study, information regarding the numbers of officers requiring additional training in each activity and the relative extent to which agencies consider the Federal Government a source of training in each activity was gathered to augment updated "time/harm/gap" information.

This study was designed to allow for the analysis of data collected in terms of:

- Agency type (Municipal Police, Sheriff, etc.),
- Agency size, and
- Geographic location of the agency.

It is generally accepted that training programs can be most effectively designed and delivered when related job activities are grouped together. Because of this, the job activities in the Inventory Booklet were broken down into five major job categories:

1. Common,
2. Detective/Juvenile/Vice/Intelligence,
3. Drug,

4. Patrol/Traffic, and
5. Supervisory/Management.

This allowed any training needs to be identified and prioritized at two levels:

1. individual job activities, and
2. major job categories.

The provision of training needs information at both levels of specificity allows the designers of any Federal law enforcement training curricula a more comprehensive data base within which effective and efficient programs may be designed.

Phase III of the study represents the second in a series of state and local training needs reassessments. These reassessments will allow the identification of:

1. any law enforcement activities for which high training priorities persist over time,
2. any law enforcement activities for which the training priority is increasing over time, and
3. any law enforcement activities for which the training priority is decreasing over time.

In order to facilitate the identification of any trends in the prioritization of training needs, the Phase III questionnaire was modeled after the ones used during Phases I and II. However, modifications were made in the Phase III version. These modifications included:

1. the addition of activities concerning the issues:
  - crimes against children,

- transportation and disposal of hazardous wastes,
  - law enforcement management,
2. the inclusion of questions regarding the number of hours of training provided to officers in the agencies surveyed, and
  3. the elimination of activities rated below the mean by all types and sizes of agencies during Phase II of the study.

During Phase III, data were gathered regarding the training expenditures of state and local law enforcement agencies. Analyses of these data provide some estimates of the magnitude of the resources allocated by state and local agencies to training their sworn officers.

## REVIEW OF LITERATURE

A comprehensive literature review was conducted prior to the administration of Phase I of the study. A full discussion of the review is included in the Phase I report (U.S. Department of Justice, 1983). During Phase III, an updated review of the literature revealed no new information of relevance regarding the topics of training needs assessment or law enforcement job studies.

The decision to expand the questionnaire to solicit information regarding the training needs of law enforcement managers and the decision to examine agency expenditures on training necessitated an investigation of the literature regarding these areas.

Managers carry out their responsibilities by performing a set of managerial functions. The American Management Associations' AMA Management Handbook (Fallon, 1983) describes five functions of managers:

1. Planning,
2. Organizing,
3. Staffing,
4. Directing, and
5. Controlling.

Managers are considered to perform these same functions regardless of the mission of the organization in which they manage and regardless of their place in the organizational structure (Koontz and O'Donnell, 1964).

Agency training budgets represent one obvious measure of how much state and local agencies spend to train their sworn officers. Budget amounts by themselves often do not, however, reflect all of the costs incurred in training employees. In an attempt to provide a systematic means of identifying the total cost of employee training, the

Training Management Division of the U.S. Civil Service Commission's Bureau of Training developed a "Training Cost Model", tailored for use in public sector organizations (U.S. Civil Service Commission, 1972). This model identified four major cost categories under which total training expenditures could be classified:

1. participant salaries, benefits, etc.,
2. instructor salaries, benefits, etc.,
3. facilities, and
4. course development.

Participant salaries represent an important and often ignored component of total training cost. In order to estimate the cost of officers' salaries while in training, information on both the amount of time officers spend in training and information on officers' salaries was collected. Information regarding the total actual hours of managerial and supervisory, recruit, and all other training provided to agency officers was obtained from the "sources of training" questionnaire used during Phase III. Information regarding officers' salaries was obtained from an International City Management Association study (Hoetmer, 1984).

## METHODOLOGY

This report is the third in a series intended to describe the findings of the Nationwide Law Enforcement Training Needs Assessment project. The Phase III study, which is the subject of this report, represents an updated and enhanced version of the research upon which the Phase I and Phase II study reports were based. This section summarizes the methodology and procedures employed in identifying and prioritizing state and local law enforcement training needs and in estimating the financial resources expended annually by state and local agencies to train their sworn officers. (A more detailed description of the methodology employed can be found in Volume II: Technical Report.) The methodology followed in this study is consistent with Isaac and Michael's (1974) five steps for conducting developmental research:

1. State objectives,
2. Review literature,
3. Design approach,
4. Collect data, and
5. Evaluate data and report results.

This procedure will facilitate the accomplishment of the project's five objectives which are concerned with describing current training needs and anticipating future training trends.

The "Respondent and Agency Background Data" section of each Inventory Booklet (see Appendix A of Volume II: Technical Report) was designed to gather from state and local agencies the data necessary to identify and prioritize their training needs. The section contains questions intended to determine how training needs differ by agency type, size, and other demographic classifications. The actual training needs information

was gathered using a list of 110 law enforcement job activities. Five types of information were gathered regarding each activity:

1. the gap in knowledge/skill,
2. the harm which would result from inadequate performance,
3. the time spent performing,
4. the number of officers requiring additional training, and
5. the relative degree to which agencies consider the Federal Government a source of training in the activity.

These types of information were combined as shown in Figure 1 to produce a composite priority score for each activity.

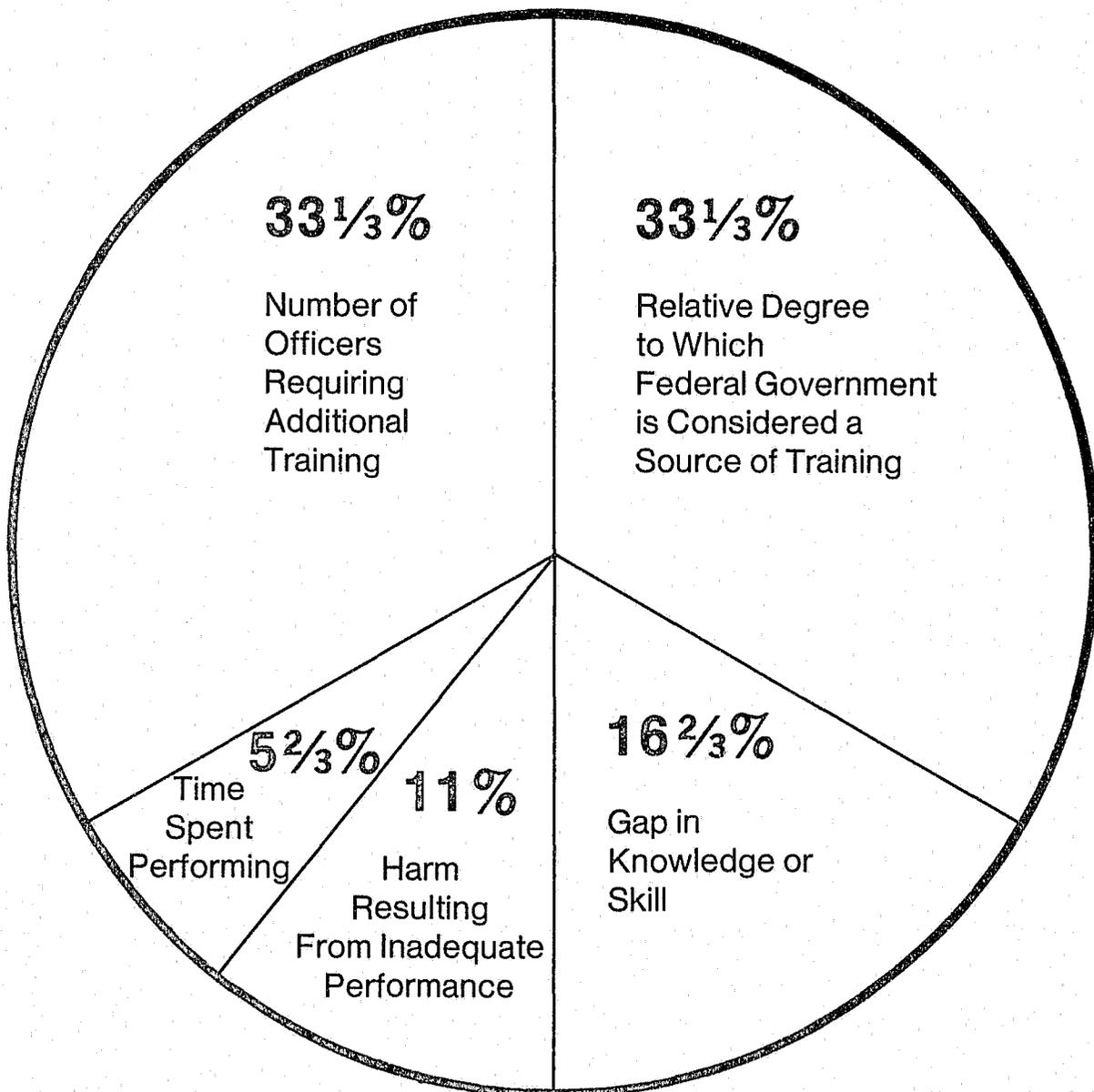
In order to minimize the time required to complete the survey, the questionnaire was divided into three separate booklets. No individual law enforcement officer was required to complete more than one of the three booklets.

The list of job activities appearing in the Phase III questionnaire represents an enhanced version of the lists of job activities used during Phases I and II of the study. These lists were developed with the cooperation of the:

- ⊙ International Association of Chiefs of Police,
- ⊙ National Association of State Directors of Law Enforcement Training,
- ⊙ National Sheriff's Association,
- ⊙ Police Executive Research Forum,
- ⊙ U.S. Department of Justice, Drug Enforcement Administration, and

Figure 1.

# COMPOSITION OF PRIORITY SCORE



- U.S. Department of Justice, Federal Law Enforcement Training Center.

The 110 job activities used in Phase III of the study are comprised of 97 activities which appeared in the Phase II list along with 13 new statements dealing with the topics:

- crimes against children,
- transportation and disposal of hazardous wastes, and
- law enforcement management.

Statistical analyses determined that the reliability for each of the three questionnaire booklets was within acceptable limits. Care was taken during the development of the questionnaires to ensure that their content was representative of the universe of activities they were intended to measure. Booklets were submitted to law enforcement professional organizations and Federal Government agencies for review. They were found to be content valid.

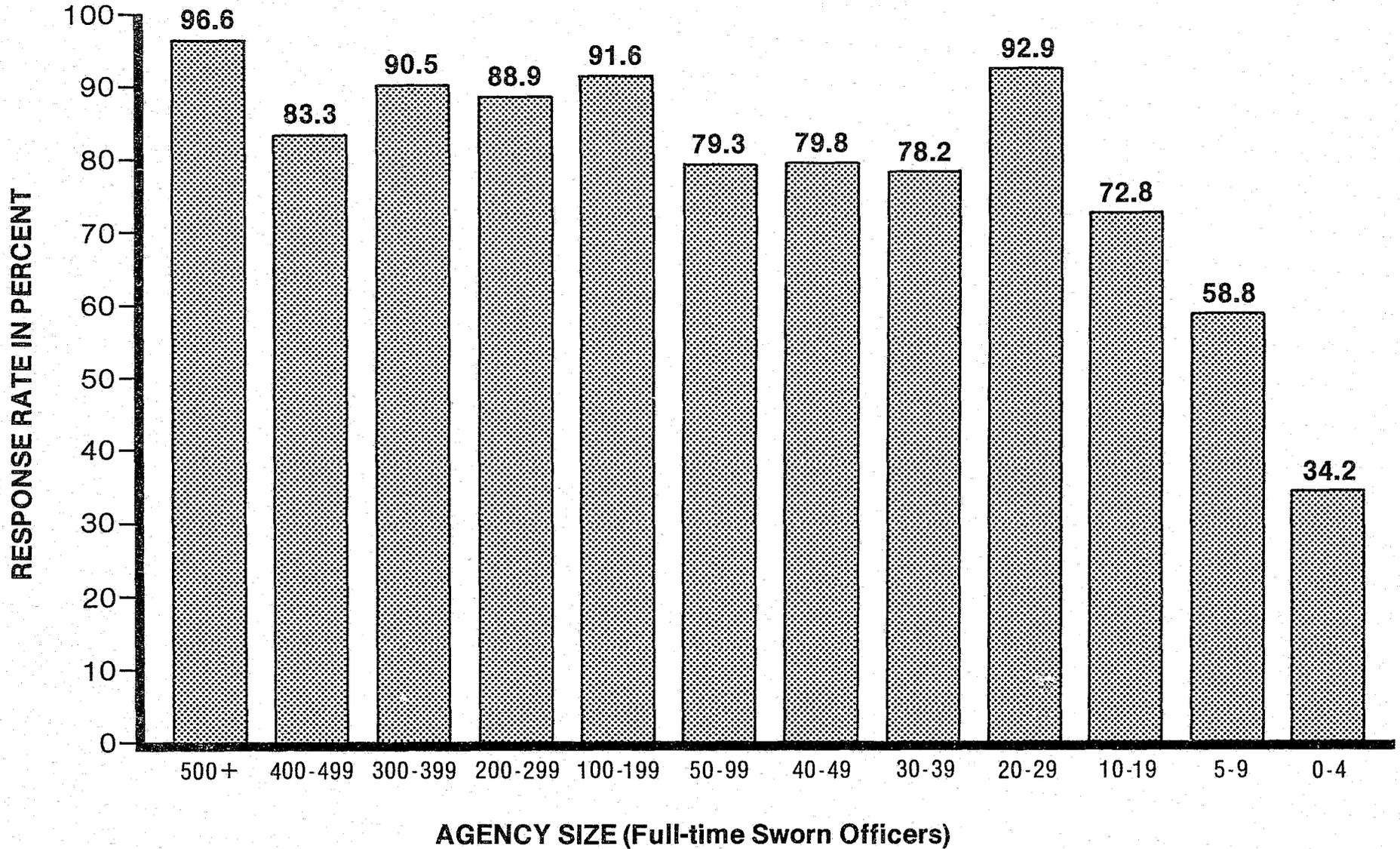
Survey packets containing a questionnaire, response booklet, and related materials were distributed to a stratified sample of nearly 2,500 state and local law enforcement agencies across the Nation. This sample was drawn from the population of all state and local law enforcement agencies in the data base of the Uniform Crime Reporting Section of the Federal Bureau of Investigation, with the exception of college and university police, which were not considered to be part of the population for this study (U.S. Department of Justice, Federal Bureau of Investigation, 1985). Agencies with fewer than 500 sworn officers were each sent one survey packet. A total of 116 agencies with 500 or more sworn personnel was provided with between three and 101 survey packets each.

The survey packets were mailed to 2,497 agencies during June, 1985. Of those, 1,617 (64.8%) provided usable responses. This overall response rate was influenced by the very low rate of return of small agencies. Only 34.2% of the agencies with four or fewer sworn officers responded, while the response rate for agencies with five to nine sworn officers was 58.8%. The response rate for agencies with ten or more officers averaged 82.2%. The highest rate of response (96.6%) came from agencies with 500 or more sworn personnel. (See Figure 2.)

Information regarding the amount agencies budget for training sworn officers was gathered independently of the three-part training needs assessment questionnaire discussed above. Copies of a "Training Cost Information" questionnaire were provided in January, 1986, to 116 agencies employing 500 or more sworn officers and a random sample of 282 smaller agencies. Questionnaires were completed by 342 (85.9%) of the agencies.

Figure 2.

# RESPONSE RATE BY SIZE OF AGENCY



## FINDINGS

In Phases I and II of this study, agencies were grouped into four clusters, each cluster being comprised of agencies with similar training needs. Analysis of the data collected during Phase III shows that these four clusters again provide a useful means of organizing the findings. The four clusters are:

1. Municipal and County Police and Sheriff's agencies employing 500 or more sworn personnel,
2. Municipal and County Police agencies employing fewer than 500 sworn personnel,
3. Sheriff's Departments employing fewer than 500 sworn personnel, and
4. State Police/Highway Patrol agencies.

An examination of the activities appearing in the top 25% of the priorities for each cluster shows substantial overlap. In fact, out of the 28 activities appearing in the top 25% of any one of the clusters, 14 also appear in the top 25% of each of the other three clusters. These primary training priorities are listed in descending order of priority in Table 1. The 14 activities listed in Table 1 represent universal training priorities of relevance to all types and sizes of state and local law enforcement agencies. The job category is shown in parenthesis following the activity statement.

A second set of activities appears among the top 25% of two or three of the four agency clusters. These 16 training priorities, while not as universally shared (at the top 25% level of priority) as the 14 appearing in Table 1, are high priority training needs for important segments of the National law enforcement community. These 16 activities are listed in Table 2 in descending order of priority,

TABLE 1

PRIMARY TRAINING PRIORITIES  
(Activities Rated in the Top 25% of the Priorities  
by Each of the Four Agency Clusters)

(n = 2,693)

<u>Activity Rank Order</u>	<u>Activity Statement</u>
1	Handle Personal Stress (Common)
2	Maintain Appropriate Level of Physical Fitness (Common)
3	Conduct Interviews/Interrogations (Detective/Juvenile/Vice/Intelligence)
4	Collect, Maintain, and Preserve Evidence (Common)
5	Drive Vehicle in Emergency/Pursuit Situations (Common)
6	Promote Positive Public Image (Common)
7	Fire Weapons for Practice/Qualification (Common)
8	Investigate Conspiracy to Illegally Import, Manufacture, Distribute Controlled Substances (Drug)
9	Develop Sources of Information (Common)
10	Search Persons, Dwellings, and Transportation Conveyances for Illegal Drugs (Drug)
11	Search, Photograph, and Diagram Crime Scenes (Detective/Juvenile/Vice/Intelligence)
12	Act as Hostage Negotiator (Detective/Juvenile/Vice/Intelligence)
13	Testify in Criminal, Civil, and Administrative Cases (Common)
14	Write Crime/Incident Reports (Common)

TABLE 2

SECONDARY TRAINING PRIORITIES  
(Activities Rated in the Top 25% of the Priorities  
by Two or More of the Four Agency Clusters)

(n = 2,693)

Activity Rank Order	Activity Statement	Cluster*			
		<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>
15	Investigate Possession with Intent to Distribute and/or Sale of Illegally Imported/Manufactured Controlled Substances (Drug)	X	X	X	
16	Handle Traffic and/or Industrial Accidents Involving Hazardous Wastes (Patrol/Traffic)		X	X	X
17	Conduct Stationary/Mobile Surveillance of Drug Suspects (to Include Cover Surveillance on Undercover Buys) (Drug)	X	X	X	
18	Develop and Maintain Control of Informants in Drug Investigations (Drug)	X	X	X	
19	Use Undercover Techniques in Drug Investigations (Drug)	X	X	X	
20	Protect Crime Scene (Common)	X	X		X
21	Investigate Crimes Against Children (Child Abuse, Child Pornography, Etc.) (Detective/Juvenile/Vice/Intelligence)		X	X	
22	Utilize Effective Supervisory Philosophies and Leadership Styles (Supervisory/Management)	X			X

\* Cluster 1 consists of Municipal and County Police and Sheriff's agencies with 500 or more sworn personnel.  
Cluster 2 consists of Municipal and County Police agencies with fewer than 500 sworn officers.  
Cluster 3 consists of Sheriff's agencies with fewer than 500 sworn officers.  
Cluster 4 consists of State Police/Highway Patrol agencies.

TABLE 2 (Cont'd.)

SECONDARY TRAINING PRIORITIES  
(Activities Rated in the Top 25% of the Priorities  
by Two or More of the Four Agency Clusters)

(n = 2,693)

Activity Rank Order	Activity Statement	Cluster*			
		1	2	3	4
23	Identify and Evaluate Terrorist Groups and Their Activities (Detective/Juvenile/Vice/Intelligence)	X			X
24	Handle Domestic Disturbances (Patrol/Traffic)		X	X	
25	Provide Assistance in Potential Suicide Situations (Counsel, Comfort, Rescue, Etc.) (Common)		X	X	
26	Make Arrest With/Without Warrants (Common)		X		X
27	Prepare Supplemental Reports (Common)		X	X	
28	Detect, Gather, Record and Maintain Intelligence Information (Detective/Juvenile/Vice/Intelligence)	X		X	
29	Investigate Drug Smuggling by Aircraft, Vessels, Mail, Etc. (Drug)			X	X
30	Conduct Detail Search of Suspects/Prisoners (Common)			X	X

\* Cluster 1 consists of Municipal and County Police and Sheriff's agencies with 500 or more sworn personnel.  
Cluster 2 consists of Municipal and County Police agencies with fewer than 500 sworn officers.  
Cluster 3 consists of Sheriff's agencies with fewer than 500 sworn officers.  
Cluster 4 consists of State Police/Highway Patrol agencies.

beginning with rank 15, the highest rank of any activity in the top 25% of two or three agency clusters. The job category is shown in parenthesis following the activity statement.

In addition to examining training priorities on an individual activity level, it is interesting to view agency ratings in the context of the five job activity categories:

- Drug,
- Detective/Juvenile/Vice/Intelligence,
- Common,
- Patrol/Traffic, and
- Supervisory/Management.

Table 3 lists the 30 primary and secondary training priority activities in descending rank order within each job category.

Figure 3 illustrates the training priority for each of the five job categories when the activity ratings from all four agency clusters are combined. As Figure 3 shows, the Drug category is the top rated category across all types and sizes of agencies. Second in importance is the combined Detective/Juvenile/Vice/Intelligence category, followed by the closely rated Common and Patrol/Traffic categories. The Supervisory/Management category was rated lowest overall.

When job category training priorities are examined within each of the four agency clusters, the spread of ratings across job categories is generally greater than when the four clusters are combined (as is shown in Figure 3). In addition, training priority differences among agency clusters are illustrated. Figure 4 shows, for Cluster 1 agencies, the number of top 25% activities occurring in each job category as a percent of all activities in the category. Figures 5, 6, and 7 show the same information for agencies in Clusters 2, 3, and 4, respectively.

TABLE 3  
 TRAINING PRIORITIES FOR ALL AGENCIES  
 BY JOB CATEGORY

(n = 2,693)

<u>Drug Category</u>	<u>Category Rank</u>	<u>Overall Rank</u>
Activities		
Investigate Conspiracy to Illegally Import, Manufacture, Distribute Controlled Substances	1	8
Search Persons, Dwellings, and Transportation Conveyances for Illegal Drugs	2	10
Investigate Possession with Intent to Distribute and/or Sale of Illegally Imported/Manufactured Controlled Substances	3	15
Conduct Stationary/Mobile Surveillance of Drug Suspects (to Include Cover Surveillance on Undercover Buys)	4	17
Develop and Maintain Control of Informants in Drug Investigations	5	18
Use Undercover Techniques in Drug Investigations	6	19
Investigate Drug Smuggling by Aircraft, Vessels, Mail, Etc.	7	29
<u>Detective/Juvenile/Vice/Intelligence</u>		
Activities		
Conduct Interviews/Interrogations	1	3
Search, Photograph, and Diagram Crime Scenes	2	11
Act as Hostage Negotiator	3	12
Investigate Crimes Against Children (Child Abuse, Child Pornography, Etc.)	4	21

TABLE 3 (Cont'd.)

TRAINING PRIORITIES FOR ALL AGENCIES  
BY JOB CATEGORY

(n = 2,693)

	<u>Category Rank</u>	<u>Overall Rank</u>
Identify and Evaluate Terrorist Groups and Their Activities	5	23
Detect, Gather and Maintain Intelligence Information	6	28
<u>Common Category</u>		
<u>Activities</u>		
Handle Personal Stress	1	1
Maintain Appropriate Level of Physical Fitness	2	2
Collect, Maintain, and Preserve Evidence	3	4
Drive Vehicle in Emergency/Pursuit Situations	4	5
Promote Positive Public Image	5	6
Fire Weapons for Practice/Qualification	6	7
Develop Sources of Information	7	9
Testify in Criminal, Civil, and Administrative Cases	8	13
Write Crime/Incident Reports	9	14
Protect Crime Scene	10	20
Provide Assistance in Potential Suicide Situations (Counsel, Comfort, Rescue, Etc.)	11	25
Make Arrest With/Without Warrants	12	26

TABLE 3 (Cont'd.)

TRAINING PRIORITIES FOR ALL AGENCIES  
BY JOB CATEGORY

(n = 2,693)

	<u>Category Rank</u>	<u>Overall Rank</u>
Prepare Supplemental Reports	13	27
Conduct Detail Search of Suspects/ Prisoners	14	30
<u>Patrol/Traffic</u>		
Activities		
Handle Traffic and/or Industrial Accidents Involving Hazardous Wastes	1	16
Handle Domestic Disturbances	2	24
<u>Supervisory/Management</u>		
Activity		
Utilize Effective Supervisory Philosophies and Leadership Styles	1	22

Figure 3.

# PRIORITY TRAINING NEEDS GROUPED BY JOB CATEGORIES (n = 2,693)

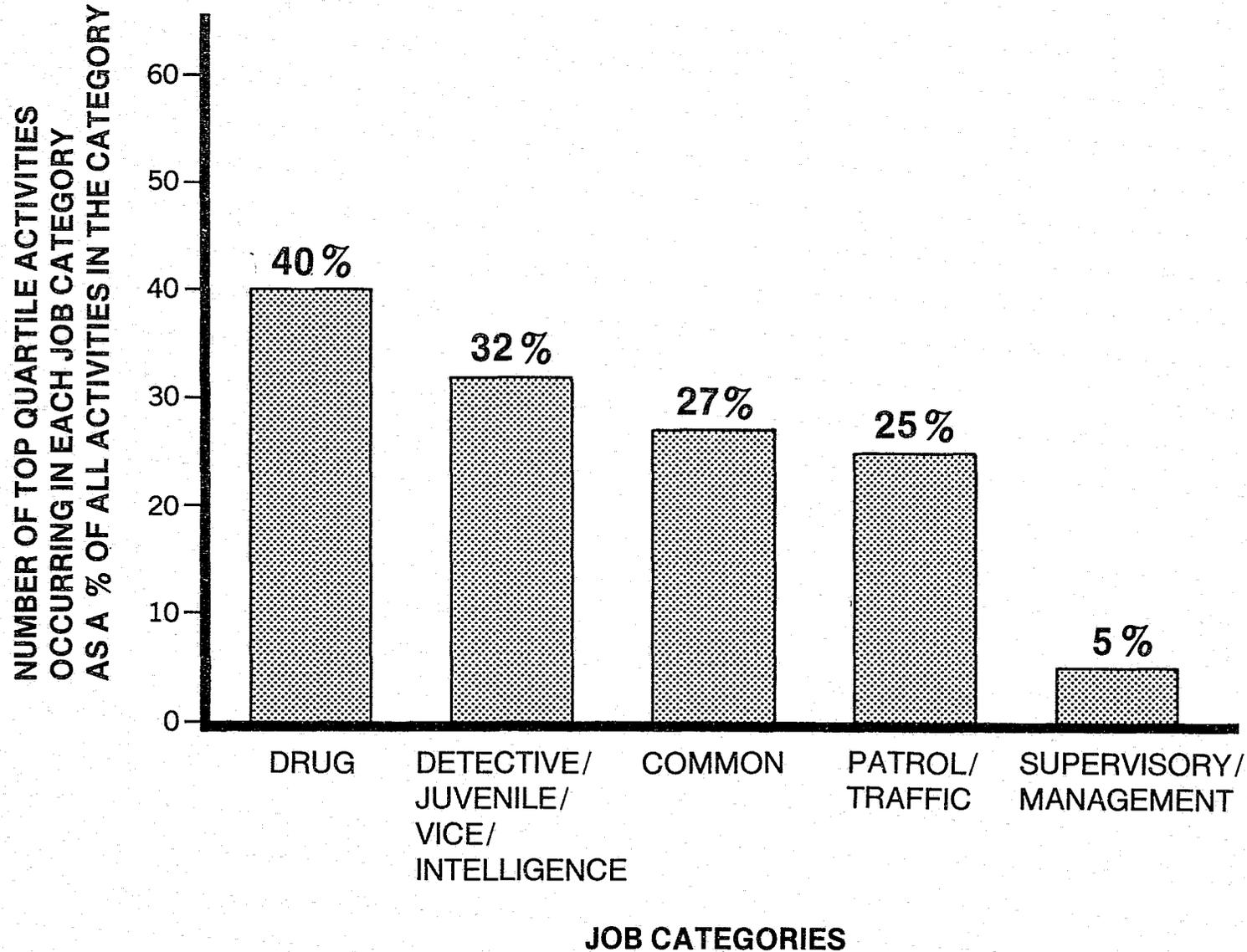


Figure 4.  
**PRIORITY TRAINING NEEDS FOR  
MUNICIPAL AND COUNTY POLICE AGENCIES  
AND SHERIFF'S DEPARTMENTS WITH  
500 OR MORE SWORN PERSONNEL**  
(n = 789)

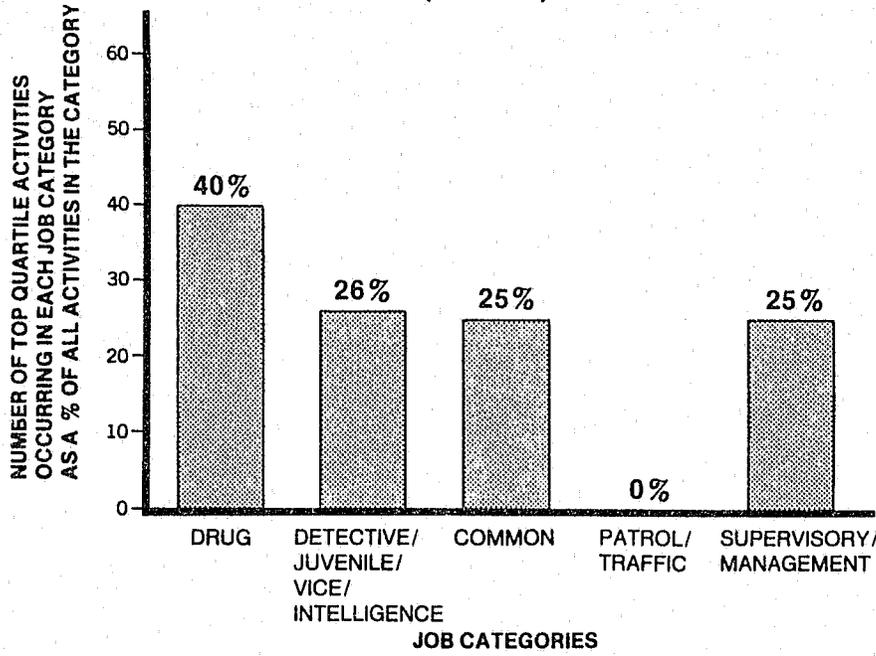


Figure 5.  
**PRIORITY TRAINING NEEDS FOR  
MUNICIPAL AND COUNTY POLICE AGENCIES  
WITH FEWER THAN 500 SWORN PERSONNEL**  
(n = 837)

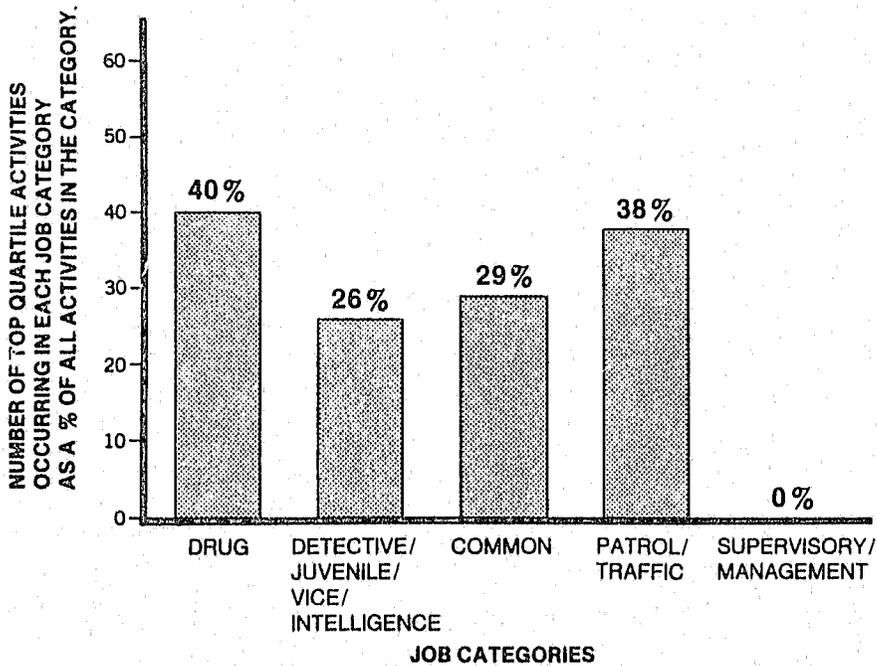


Figure 6.  
**PRIORITY TRAINING NEEDS FOR  
 SHERIFF'S DEPARTMENTS WITH FEWER THAN  
 500 SWORN PERSONNEL**  
 (n = 638)

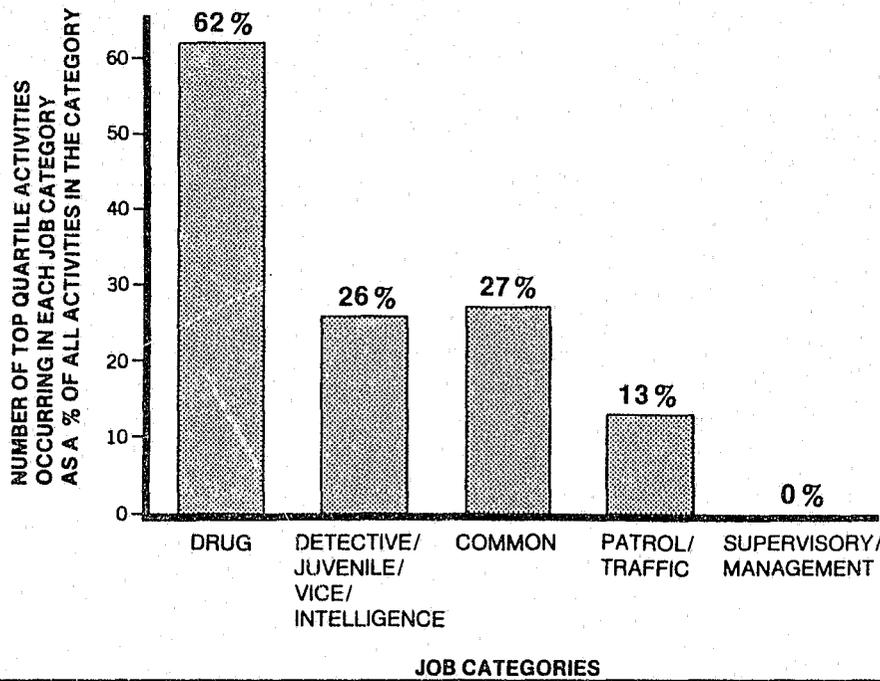
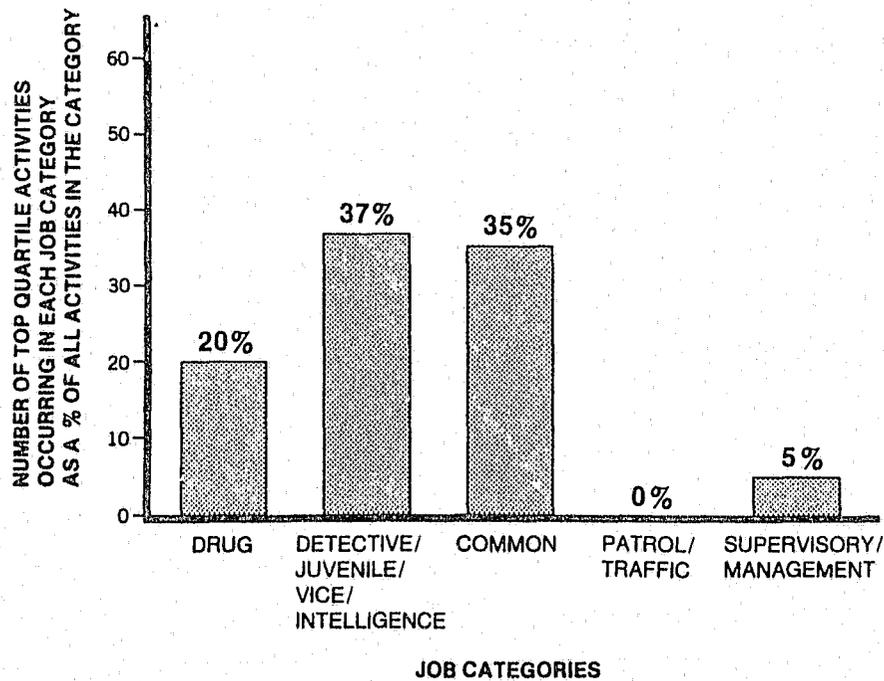


Figure 7.  
**PRIORITY TRAINING NEEDS FOR  
 STATE POLICE/HIGHWAY PATROL AGENCIES**  
 (n = 387)



As Figures 4 through 7 illustrate, the Drug category is a top rated category across all types and sizes of agencies except for State Police/Highway Patrol agencies. For State Police/Highway Patrol agencies, the Common category and the combined Detective/Juvenile/Vice/Intelligence categories were closely rated and can be considered to share the highest priority position. These two job categories shared the second highest priority position for Police and Sheriff's Departments with fewer than 500 sworn personnel. For agencies with 500 or more sworn personnel, these two job categories were tied with the Supervisory/Management category.

The Patrol/Traffic category was rated nearly as high as drugs by Municipal and County Police agencies with fewer than 500 sworn personnel, next to the lowest priority for Sheriff's Departments with fewer than 500 sworn personnel, and last for agencies with 500 or more sworn personnel and State Police/Highway Patrol agencies. The Supervisory/Management category was part of a three-way tie for a middle priority rating for agencies with 500 or more sworn personnel, rated next to last for State Police/Highway Patrol, and last for Municipal and County Police agencies and Sheriff's Departments with fewer than 500 sworn personnel.

There are two main reasons for the low overall rating of the Supervisory/Management category in Phase III. First, the Supervisory/Management activities were rated low, relative to other activities, in terms of the "percent of sworn officers requiring additional training". One reason for this is obvious: supervisors and managers make up only a small portion of the population of sworn officers. According to survey respondents, supervisors and managers comprise 20% - 30% of the sworn workforce, depending on the type and size of the agency. Thus, even if all supervisors were to require additional training in a given activity, the total number needing training would still fall below the

number of officers requiring additional training in an activity like "Handle Personal Stress", where roughly half of all sworn officers could benefit from additional training.

The second reason that the Supervisory/Management job category was rated low is that agencies are not very dependent on the Federal Government for training in these activities, compared to numerous other activities. This is most likely due to the abundance of supervisory/management training offerings by both public and private vendors of training.

In this study, data were gathered in a manner which allowed law enforcement training needs to be analyzed from the perspectives of agency type, size, and location. In general, training needs of agencies in different locations were found to be so similar as to make it unnecessary to report needs by region. In fact, with the exception of one region, the correlations ranged from a high of  $r = .93$  for the Middle Atlantic/East North Central regions to a low of  $r = .82$  for the East South Central/Pacific regions. Even the lower value of  $r = .82$  indicates a high degree of similarity between the pairs of regions. Correlation values for the New England region ranged from .59 when correlated with the East South Central region to .70 when correlated with the East North Central region. In Phases I and II of the study, no important differences were found between the New England region and the other regions. The lower correlations for New England in Phase III are attributed to a lower number of agency responses to the survey, resulting primarily from surveying a sample of agencies in Phase III as opposed to surveying the population of agencies in Phases I and II. At this point, therefore, New England's lower correlation values should not be construed as indicating that training needs in the region are markedly different from those in the other eight regions.

As the reader will recall from the explanation in the METHODOLOGY section of this report, the number of officers requiring additional training is one of five factors which is taken into account when the training priority for an activity is determined. In addition to playing a part in establishing the level of training priority, the number of officers requiring training provides relevant information, in and of itself, regarding the demand for training in each activity. The number of officers requiring additional training in each activity ranged from a high of 245,600 for the activity "Handle Personal Stress", to a low of 17,800 for the activity "Investigate Violations of Fish and Game Laws". Table 4 lists the number of officers requiring additional training in each of the 30 primary and secondary Phase III training priorities.

When Phase III versus Phase II priority training needs are grouped by job categories and compared, no change in the relative ranking is observed when the activity ratings from all four agency clusters are combined. In both phases, the Drug category is top ranked, followed by the combined Detective/Juvenile/Vice/Intelligence category in second place. The Common category, the Patrol/Traffic category, and the Supervisory/Management category occupy the third, fourth, and fifth positions, respectively.

When Phase III versus Phase II job category priorities are examined within each of the four agency clusters, some shifts in priority are evident. The rating for the Drug category increases from 7% to 40% for the Police and Sheriff's agencies employing 500 or more officers, while it decreased from 40% to 20% for State Police/Highway Patrol agencies. The rating for the Patrol/Traffic category increased from 15% to 38% for Municipal and County Police agencies employing fewer than 500 sworn officers. Smaller shifts in priority were observed within other job categories for the various agency clusters.

TABLE 4

NUMBER OF OFFICERS REQUIRING ADDITIONAL TRAINING  
IN EACH OF THE PRIMARY AND SECONDARY TRAINING PRIORITIES

<u>Activity Rank Order</u>	<u>Primary Priorities</u>	<u>Number Requiring Additional Training (Thousands)</u>
1	Handle Personal Stress	245.6
2	Maintain Appropriate Level of Physical Fitness	237.3
3	Conduct Interviews/Interrogations	203.5
4	Collect, Maintain, and Preserve Evidence	188.2
5	Drive Vehicle in Emergency/Pursuit Situations	195.3
6	Promote Positive Public Image	204.6
7	Fire Weapons for Practice/Qualification	197.7
8	Investigate Conspiracy to Illegally Import, Manufacture, Distribute Controlled Substances	65.5
9	Develop Sources of Information	176.7
10	Search Persons, Dwellings, and Transportation Conveyances for Illegal Drugs	159.5
11	Search, Photograph, and Diagram Crime Scenes	153.7
12	Act as Hostage Negotiator	73.1
13	Testify in Criminal, Civil, and Administrative Cases	193.3
14	Write Crime/Incident Reports	186.7

TABLE 4 (Cont'd.)

NUMBER OF OFFICERS REQUIRING ADDITIONAL TRAINING  
IN EACH OF THE PRIMARY AND SECONDARY TRAINING PRIORITIES

<u>Activity Rank Order</u>	<u>Secondary Priorities</u>	<u>Number Requiring Additional Training (Thousands)</u>
15	Investigate Possession with Intent to Distribute and/or Sale of Illegally Imported/Manufactured Controlled Substances	78.0
16	Handle Traffic and/or Industrial Accidents Involving Hazardous Materials	181.8
17	Conduct Stationary/Mobile Surveillance of Drug Suspects (to Include Cover Surveillance on Undercover Buys)	71.7
18	Develop and Maintain Control of Informants in Drug Investigations	76.9
19	Use Undercover Techniques in Drug Investigations	62.2
20	Protect Crime Scene	177.7
21	Investigate Crimes Against Children (Child Abuse, Child Pornography, Etc.)	139.7
22	Utilize Effective Supervisory Philosophies and Leadership Styles	101.6
23	Identify and Evaluate Terrorist Groups and Their Activities	64.5
24	Handle Domestic Disturbances	150.1
25	Provide Assistance in Potential Suicide Situations (Counsel, Comfort, Rescue, Etc.)	153.5

TABLE 4 (Cont'd.)

NUMBER OF OFFICERS REQUIRING ADDITIONAL TRAINING  
IN EACH OF THE PRIMARY AND SECONDARY TRAINING PRIORITIES

<u>Activity Rank Order</u>		<u>Number Requiring Additional Training (Thousands)</u>
26	Make Arrest With/Without Warrants	156.2
27	Prepare Supplemental Reports	180.8
28	Detect, Gather, Record and Maintain Intelligence Information	104.8
29	Investigate Drug Smuggling by Aircraft, Vessels, Mail, Etc.	49.8
30	Conduct Detail Search of Suspects/Prisoners	160.6

Since large job category priority shifts within agency clusters can occur when even a few new activities move into or out of the top 25% of the priorities, the priority shifts discussed here should not be considered events of major importance at this time. Such shifts will continue to be tracked during future phases of the study to determine if any trends are present.

During each phase of the Nationwide Law Enforcement Training Needs Assessment study, the questionnaire is modified to incorporate additional activities considered to be potential areas of high training priority. Three such activities emerged as top 25% priorities for two or more of the four agency clusters in Phase III. They are:

1. Handle Traffic and/or Industrial Accidents Involving Hazardous Materials,
2. Investigate Crimes Against Children (Child Abuse, Child Pornography, Etc.), and
3. Identify and Evaluate Terrorist Groups and Their Activities.

During Phase III, data were gathered regarding the amount of money state and local agencies budget for training their officers. In general, annual agency training budgets for the sample agencies ranged from a low of zero to a high of \$7,000,000, with \$2,500 being the overall median value. In terms of agency type, Sheriff's agencies were found to have the lowest median training budget: \$1,800. Median training budgets were found to be \$2,300 for Municipal Police, \$27,500 for County Police, and \$543,523 for State Police/Highway Patrol agencies. It should be noted that the large differences in training budgets by type of agency are due primarily to agency size and not to any inherent differences by agency type in the level of support for training.

State and County Police agencies are much larger, on the average, than typical Municipal Police or Sheriff's departments and tend, therefore, to have higher training budgets.

Perhaps the most striking figure resulting from this analysis was the \$725 median annual training budget for that half of the agencies which have budgets less than the \$2,500 median for all agencies in the sample. This means that one-fourth of the agencies surveyed had annual training budgets of \$725 or less, while another fourth had budgets between \$725 and \$2,500. Most (93.4%) of the agencies in this group were relatively small, employing fewer than 30 sworn officers. See Table 5 for additional details.

Agency training budgets, which may cover the costs of any course materials, tuition, travel and per diem associated with the training, etc., represent one major component of the total cost of training sworn officers. A second important component of training cost is the cost of an officer's salary while in training (U.S. Civil Service Commission, 1972). The estimated cost of officers' salaries while in training is in excess of \$70,000,000 annually. Estimates of the salary cost component by type of training and size of population served by the agency are presented in Table 6. The figures in Table 6 are based on the findings of a study conducted by the International City Management Association (Hoetmer, 1984) combined with findings of Phase III of the Nationwide Law Enforcement Training Needs Assessment. The figures are based on a sample of the 2,701 agencies serving populations of 10,000 and greater. These agencies employed over half (55.3%) of the 467,117 sworn officers in the population and provided law enforcement services to over half (56.6%) of the 225 million citizens served by agencies reporting to the Uniform Crime Reporting Section of the Federal Bureau of Investigation (U.S. Department of Justice, 1985). This paragraph is intended to provide the reader with conservative estimates of the magnitude of salary costs borne by agencies in the provision

TABLE 5

MEDIAN ANNUAL TRAINING BUDGETS  
BY AGENCY GROUP

(n = 342)

<u>Category</u>	<u>Agency Group</u>	<u>Median Budget</u>
Type of Agency	Sheriff's Departments	\$ 1,800
	Municipal Police	2,300
	County Police	27,500
	State Police	543,523
Number of Sworn Officers	Agencies Employing 100 or More Officers	158,160
	Agencies Employing 30-99 Officers	8,000
	Agencies Employing Fewer than 30 Officers	1,200
Size of Annual Agency Training Budget	Agencies with Training Budgets Greater than \$2,500	12,184
	Agencies with Training Budgets Less than or Equal to \$2,500	725
All Agencies	Entire Sample	2,500

TABLE 6  
ESTIMATED ANNUAL COST  
OF  
OFFICERS' SALARIES WHILE IN TRAINING

<u>Population Group (# Agencies in Group)</u>	<u>Managerial and Supervisory Training</u>	<u>Recruit Training</u>	<u>All Other Training</u>	<u>Total</u>
250,000 and Over (60)	\$ 2,396,000	\$17,608,000	\$14,888,000	\$34,892,000
100,000 - 249,999 (119)	776,000	38,000	2,629,000	3,443,000
50,000 - 99,999 (284)	850,000	2,255,000	2,807,000	5,912,000
25,000 - 49,999 (628)	5,432,000	4,328,000	1,292,000	11,052,000
10,000 - 24,999 (1,610)	2,899,000	6,427,000	6,822,000	16,148,000
<hr/> Total (2,701)	<hr/> \$12,353,000	<hr/> \$30,656,000	<hr/> \$28,438,000	<hr/> \$71,447,000

of training to sworn officers in those agencies for which data were obtained. Substantial additional resources are consumed annually by the more than 9,000 agencies serving populations of under 10,000 which were not included in the International City Management Association study sample.

Officer salaries while attending training, together with the resources budgeted for training, account for the bulk of agency resources supporting training of sworn officers. However, additional agency training costs (such as those associated with the development, production, and delivery of in-house training, the cost of agency facilities utilized for training activities, etc.) represent other agency resources consumed in the process of training sworn officers. Estimates of the total annual amount state and local agencies spend to train their sworn officers will vary considerably, depending on how the very limited available data are interpreted. A conservative figure, based on data obtained during this phase of the study, would be at least \$200,000,000, or an average of around \$425 for each of the 467,117 full-time officers in the relevant population of sworn personnel. This figure would be higher if the expenditures of those agencies not represented in the International City Management Association, along with the costs of course development, etc., were to be included.

## CONCLUSIONS

Extensive analyses of Phase III data revealed that the activities given high training priorities were very similar across all agency sizes and types. Fourteen activities were rated in the top 25% of the priorities for each of the four agency clusters. (See Table 1.) An additional 16 activities were rated in the top 25% of the priorities for two or three of the agency clusters. (See Table 2.) The important question of which job activities would be the most appropriate topics for Department of Justice support is best addressed not in the context of Phase III findings alone, but in the context of what has been learned during Phases I-III of this study. The paragraphs which follow specify a set of high priority training needs based on such longitudinal knowledge. These training needs, tempered by any existing Department of Justice policies regarding support of state and local law enforcement training, represent a set of priorities for which continued Federal support would be most appropriate.

The completion of the third phase of the study allows the examination of state and local law enforcement agencies' perceptions of priority training needs for a three year period. Fourteen job activities have consistently been ranked among the top 25% in importance, regardless of agency type or size. These continuing training priorities are shown in Table 7. The 14 continuing training priorities should be considered particularly stable not only because they have maintained their high ranking over the three year period, but because they did so even with the introduction, during Phase II, of the two new rating factors ("% of officers requiring additional training" and "sources of training").

A second set of activities, which rose to prominence subsequent to the Phase II methodological change, also

TABLE 7

CONTINUING TRAINING PRIORITIES  
(Activities Rated in the Top 25% of the Priorities  
During Phases I, II, and III of the Study)\*

Activity Statement

- Handle Personal Stress (Common)
- Conduct Interviews/Interrogations  
(Detective/Juvenile/Vice/Intelligence)
- Maintain Appropriate Level of Physical Fitness  
(Common)
- Drive Vehicle in Emergency/Pursuit Situations  
(Common)
- Collect, Maintain, and Preserve Evidence  
(Common)
- Promote Positive Public Image (Common)
- Develop Sources of Information (Common)
- Fire Weapons for Practice/Qualification  
(Common)
- Write Crime/Incident Reports (Common)
- Testify in Criminal, Civil, and Administrative  
Cases (Common)
- Search, Photograph, and Diagram Crime Scenes  
(Detective/Juvenile/Vice/Intelligence)
- Protect Crime Scene (Common)
- Handle Domestic Disturbances (Patrol/Traffic)
- Detect, Gather, Record and Maintain  
Intelligence Information (Detective/Juvenile/  
Vice/Intelligence)

\* Activities are listed according to their median rank order value across Phases I-III of the study.

warrant attention due to their appearance in the top 25% of the priorities for Phases II and III. These nine additional priority activities are shown in Table 8. It is probable that many of these activities (most of which are drug related) will continue to be ranked in the top 25% and will qualify as continuing training priorities during future phases of the study.

The 23 job activities listed in Tables 7 and 8 are ones which state and local agencies across the Nation have rated as high training priorities during past and present phases of the study. Most are expected to continue to be highly rated in the future. These activities represent the content areas in which continued Federal support for training is most appropriate.

In Phase II, there was a dramatic increase in the training priority assigned to drug related activities. The high training priority associated with drug activities was sustained during Phase III. It is clear from these findings that support of drug training for state and local law enforcement officers should continue to be a Federal priority. Seven drug activities which were rated among the top 25% of the training priorities for two or more agency clusters can be found in Table 3.

In Phase III of this study, one Supervisory/Management activity was rated among the top 25% of the priorities for two or more agency clusters (Utilize Effective Supervisory Philosophies and Leadership Styles). As was discussed in the FINDINGS, the low overall rating for the category was due to the relatively small number of potential trainees, coupled with the ready availability of supervisory/management training. However, when one considers the wide ranging impact of supervision on the quality of law enforcement services provided to citizens, it is clear that supervisory/management training should continue to occupy an important position in Federally supported state and local law enforcement training.

TABLE 8

ADDITIONAL PRIORITY ACTIVITIES  
(Activities Rated in the Top 25% of the Priorities  
During Phases II and III of the Study)\*

Activity Statement

Search Persons, Dwellings, and Transportation  
Conveyances for Illegal Drugs (Drug)

Act as Hostage Negotiator  
(Detective/Juvenile/Vice/Intelligence)

Investigate Conspiracy to Illegally Import,  
Manufacture, Distribute Controlled  
Substances (Drug)

Investigate Possession with Intent to  
Distribute and/or Sale of Illegally  
Imported/Manufactured Controlled  
Substances (Drug)

Conduct Stationary/Mobile Surveillance of  
Drug Suspects (to Include Cover  
Surveillance on Undercover Buys) (Drug)

Develop and Maintain Control of Informants  
in Drug Investigations (Drug)

Use Undercover Techniques in Drug  
Investigations (Drug)

Utilize Effective Supervisory Philosophies  
and Leadership Styles (Supervisory/  
Management)

Provide Assistance in Potential Suicide  
Situations (Counsel, Comfort, Rescue,  
Etc.) (Common)

\* Activities are listed according to their rank order value  
during Phases II and III of the study.

For each of the 110 activities, an average of 113,000 state and local law enforcement officers require additional training. For most activities, agencies are not highly dependent on the Federal Government for the provision of training. In such cases, the training of large numbers of officers can be shared by the numerous non-Federal sources of training.

However, in certain activity areas, most notably those in the Drug job category as well as some in the Detective/Juvenile/Vice/Intelligence category, agencies are more dependent on the Federal Government for the provision of training. In such cases, some of the newer training technologies, such as video taping and satellite broadcasting, could be used to augment more conventional methods in order to reach the large, widely dispersed population of law enforcement officers requiring additional training.

The utilization of alternative means of delivering training would be of particular relevance to an estimated 3,000 agencies with annual training budgets of \$725 or less. While a training budget that size will not buy very much in the way of conventional classroom training, it could fund substantial exposure to a wide range of relevant topics, if such materials were readily available on video tape or via other electronic media.

A few comments regarding activity 76, "Handle Personal Stress", are appropriate at this point. This activity was consistently rated as the number one Phase III priority by agencies in all four agency clusters. This replicates the findings of both Phases I and II. The continued high priority rating assigned the item indicates that the personal stress to which state and local law enforcement officers are subjected continues as a major concern of law enforcement administrators across the Nation. Such concern may warrant Department of Justice attention. An appropriate first step in investigating this issue would

be the aggregation and evaluation of existing knowledge regarding the effects of work related stress on the job effectiveness of state and local law enforcement officers.

The information provided in this report constitutes a synthesis of training needs information on a level intended to assist in the development of National policies for the support of state and local law enforcement training. In addition, the data base from which these results were drawn is also designed to facilitate the conduct of additional analyses of relevance to specific interest groups within the Federal Government.

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