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**WHAT IS THE FUTURE  
OF AUTHORITARIAN-BASED POLICE RECRUIT TRAINING  
BY THE YEAR 2000?**

Law enforcement has long used a military-style approach to police recruit training. Recent developments both in the environment, and in the realm of training systems management, have raised questions about authoritarian-based police recruit training. This paper addresses some of those questions.

**THOMAS MAHONEY**

Command College Class 7

PEACE OFFICERS STANDARDS AND TRAINING (P.O.S.T.)

**NCJRS**

JUL 27 1989

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SACRAMENTO, CALIFORNIA

1988

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# WHAT IS THE FUTURE OF AUTHORITARIAN-BASED POLICE RECRUIT TRAINING BY THE YEAR 2000?

## EXECUTIVE SUMMARY

Police officers have been attending training academies since the first police school was founded in 1908 by August Vollmer. Over the years the nature of the material that is taught has changed dramatically but many of the training methods have not.

This monograph examines the role of authoritarian-based police training by the year 2000. Its goal is to assist the law enforcement community in planning for the multifaceted training environment that will be needed to meet the needs of tomorrow's law enforcement agencies and the communities that they serve. The role of the law enforcement officer continues to expand, as does the need for more technical skills and abilities. At the same time, the recruitment pool of qualified applicants continues to diminish. We can no longer afford to waste any of these qualified people whose only difficulties may lie in an inability to survive boot camp-like training environments.

The beginning of this research focused basically on a stress versus non-stress approach similar to the one taken by Howard Earle in his early 1970's doctoral dissertation entitled **Police Recruit Training: Stress vs. Non-Stress**. Early in the literature scan, however, documentation began to surface regarding the advances made in the training environments at the U.S. military academies. As a follow-up, interviews were conducted at both Annapolis and West Point that led the research into a slightly different direction.

The military academies have developed a system of indoctrinating first-year cadets and midshipmen that instills discipline and military bearing without the use of demeaning treatment or senseless punishments. As a part of this process, upper classmen are used to facilitate this process and, at the same time, develop their own leadership skills. This has resulted in fewer dropouts and better qualified ensigns and second lieutenants.

With the help of an Assessment Group, five trends have been identified as having a potential for substantial future impact on this issue. These trends are

1. expanding job requirements within the profession.
2. increasing growth in the minority population
3. increasing legislative influence on police training
4. decreasing use of high-stress police academy training
5. increasing special interest group interest in law enforcement

After these trends were identified and forecasted through the year 2000, they were cross-impacted against five selected potential events. From this data, scenarios were developed to identify a normative future.

A strategic plan was advanced, based upon this data, as a possible intervention method to bring police recruit training into the year 2000. The plan called for

1. establishing a P.O.S.T. fellowship for the research and study of a recommended police academy training environment;
2. expanding the scope of study nationwide to include state and federal law enforcement training centers and military training academies; and
3. creating a future-oriented police academy model environment.

In order to successfully implement this strategic plan, a transition plan was developed. After identifying a critical mass of people and groups that would be essential to the success of the strategic plan, a methodical plan was developed to (1) gain the support and assistance of the critical mass and (2) ensure that appropriate responsibilities were identified and assigned. With the transition mechanism and support technologies identified, the stage was set to move the strategic plan from the present to the future state.

Police Academies are the agar from which trained and capable peace officers emerge. In order for law enforcement to continue serving the public to the best of its abilities, our academies must change to keep pace with both society and our growing technological needs. As professionals, we can neither expect, or demand, no less.

December, 1988 86 pages Sponsoring agency: California  
Commission on Peace Officer Standards and Training  
NJC Number: \_\_\_\_\_

Availability: Commission on POST, Center for Executive  
Development, 1601 Alhambra Boulevard, Sacramento,  
California 95816-7053 Single copies free.

Order number \_\_\_\_\_ National Institute of  
Justice/NCJRS Microfiche Program, Box 6000, Rockville,  
MD 20850 Microfiche free. Microfiche number NCJ\_\_\_\_\_

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## ISSUE

### **WHAT IS THE FUTURE OF AUTHORITARIAN-BASED POLICE RECRUIT TRAINING BY THE YEAR 2000?**

#### INTRODUCTION

Law enforcement recruit training has undergone an almost continual metamorphosis over the past 100 years. The profession has evolved from a state of virtually no training (Here's your badge, son. Go get 'em!") to the point where most states now have some form of regulatory agencies and mandated training curricula. Of concern to some training professionals, however, is whether or not the training methods employed at the entry level have kept pace over the years with both the expanding domain of the profession and the changing expectations of society in general. (1)

The profession has changed considerably over the years as have the people seeking positions as law enforcement officers. Today, fewer and fewer recruits have any previous military experience, yet more and more have college degrees, a situation quite a bit different than just twenty years ago when there were only 152 associate of arts degree programs available for law enforcement nationwide. (2)

Society, too, has undergone some dramatic changes during the century. In 1988 we have a society with a weakening educational system, both in intellectual achievement and values instruction. In fact, Former Supreme Court Justice Warren Burger (1982) recently complained, "We have virtually eliminated from public schools and high[er] education any effort to teach values." (3) We have a culture where \$90 billion is spent each year on the trafficking and purchasing of drugs, while our Army's budget is \$60 billion. The changing values of gay liberation and women's liberation point to the fact that we have a society in transition. Judgments are not being made of these societal changes; the point is simply that the society that our police officers are sworn to uphold and protect is quite different than it used to

be. It would seem reasonable, therefore, that training methods would keep pace with these changes.

For the most part, however, law enforcement continues to rely on a form of authoritarian-based police academy training. In fact, 70% of the respondents to a questionnaire sent to all California police basic academies as part of the research for this monograph indicated that they used some form of authoritarian-based training. Time is spent just about every day on boot-camp like disciplinary procedures such as marching, corrective calisthenics, or clothing "quickey-changeey" drills. Can this time be more effectively used in the classroom? Is the profession losing some otherwise qualified employees as a result of these military-oriented tactics?

The world of tomorrow will continue to change for the law enforcement professional. Demographics will no doubt continue to reflect ethnic, socioeconomic and age shifts across the world. Specialization will continue to expand the role of the peace officer, and criminal motivation and methodologies will continue to change. It seems reasonable, therefore, that the type of individual sought for police work must also change. To the extent that the demographics and other changes bring about the necessity for a different breed of police officer, can and will the academy environments keep pace and change accordingly?

In a recent article in *Police Chief* magazine, Hawkins and Fisher state, "If law enforcement is to adapt to environmental influences, then it must be ready to adopt a process through which these values and changes can be taught to its new officers." (4)

## POLICE TRAINING YESTERDAY

The first police school was founded in 1908 by August Vollmer. By the 1920's, Chicago police were also attending a similar school that consisted of one month of training broken into four one-week segments: (1) close order drill; (2) firearms training; (3) departmental rules, laws and ordinances; and (4) tours of the courts and specialized divisions of the department. (5) It wasn't until 1959 that any state required basic recruit

training for police officers. By 1970, though, 33 states had passed some form of basic training standards, but only one of them went so far as to specify a minimum number (400) of training hours. (6)

In a report published in 1973 by the National Advisory Commission on Criminal Justice Standards and Goals, the authors noted that "many police employees graduating from police academies are shocked by reality. They often find the training they received in the academy has little relationship to what happens in the field." (7) The report continues, saying that "current police instruction and instructor training continues to rely heavily on outdated military instruction techniques." (8)

In the past, most police training was dictated by reactions to crises, with little foresight into what might be. As a result, law enforcement in the fifties had no awareness of the upcoming dissonance and divisiveness of the sixties, though the indicators were there to be observed. When the seventies arrived, police officers spent more of their time doing social work than they ever had in the past...but training methods remained the same, even when research indicated that changes were necessary.

In his book "POLICE RECRUIT TRAINING: Stress vs. Non-stress," Howard Earle, former Assistant Sheriff in Los Angeles County, examines the performance of police recruit classes under conditions of stress and other classes under non-stress basic training. In part, his conclusions following a two-year study indicate that stress classes receive a higher proportion of complaints that result in disciplinary action while, at the same time, the non-stress classes are performing their duties at a higher level of proficiency and had a higher level of job satisfaction as well as a higher level of performance acceptability by persons served. (9)

## POLICE TRAINING TODAY

Police training methods have changed very little in the 1980's. Most police academies still utilize military-style marching and discipline rather than college-style, low-key classroom work and student counseling. In California, legal mandates on training have expanded the basic course

curriculum, but a recent federal court decision (Garcia v. San Antonio) has limited the amount of time that academies can spend with recruits each day without incurring overtime payments.

The attitudes of the academy drill instructors, or "tac officers" as they are sometimes referred to, haven't changed much either. In a Los Angeles Times newspaper series on the San Diego Sheriff's Academy, published in August of 1986, a training staff member is quoted as saying about new recruits that "we look at them like they're a bunch of sleazeballs," and the captain in charge of the program, Dick Reed, says

"This program is not a walk-through. This is an ass-kicking program." (10)

The National Advisory Commission's report has made a number of recommendations in 1973 about police training facilities. These recommendations concern training methods, instructor development and selection, and maximum class sizes. Few law enforcement academies have heeded, much less instituted, these recommended changes.

## POLICE TRAINING TOMORROW

The average police cadet in the future will be better-educated and will undoubtedly enter the profession with different role perceptions than his or her predecessors. The job description for police officer will continue to expand to keep pace with society, technology and the economy while, at the same time, public and legal scrutiny of law enforcement in general will also increase. In fact, we've already seen police agencies tried and convicted on the six o'clock news by television camera crews and personal video cassette recorders. Therefore, "(I)t is important that recruit training programs incorporate broad-based learning experiences, where discretion and the rights of others are stressed, rather than just high-discipline, one-dimensional structured approaches to learning." (11)

This document will draw on past developments in law enforcement recruit training, forecast the social and technological issues of today, and develop a strategic plan that will provide a guide for the use of authoritarian-based police recruit training through the year 2000.

## ANALOGOUS MILITARY PERSPECTIVES

In considering the future of authoritarian-based police academy training, an extensive literature search has led to a book entitled Leadership on the Future Battlefield, a collection of papers presented to a 1983 Army symposium on warfare in the year 2000. Among other things, the book discusses training methods for the soldier of the future, specifically with regard to the use of stress. The point made is that, as stress increases, people revert to more primitive frames of reference and hold more rigidly to them as stress increases.

Action, then, becomes bottlenecked as stress increases because people do what they have practiced most often and not what they have practiced most recently. (12) In fact, skills trained just to the point of sufficiency may be potentially the most dangerous since trainees, trainers and department heads alike assume that the skill is available. In reality, that skill will be one of the first skills to disappear under pressure and will be replaced by a much more primitive action that has been practiced for a much longer time.

The literature scan then leads to a consideration of the training methods currently being employed by the U.S. military academies. Using professional referrals, a number of interviews have been conducted at both the U.S. Naval Academy at Annapolis, Maryland, and at the U.S. Military Academy at West Point, New York.

At the beginning of each interview, the subject was given a brief overview of law enforcement training academy methods as discussed in the first part of this paper. The following questions were then posed:

1. How do law enforcement training methods compare to those used at the academy?

2. Have the training methods at the military academy undergone any significant changes in the recent past?
3. What has been the hardest part in implementing training changes?
4. What recommendations would you make in changing current law enforcement training methods, if any?

One of the battalion commanders for first-year midshipmen at Annapolis, Lieutenant Colonel Richard Kunkel, U.S.M.C., indicates that the Navy is trying to remove what he refers to as ".45 caliber leadership"<sup>(13)</sup> from the ranks of the midshipmen and to replace it with positive leadership. This process began four years ago with the Class of 1989 and to date has been very successful. Lt. Col. Kunkel makes the point that the use of "screaming, mental games and physical punishment" is counter-productive for the academy's learning environment.<sup>(14)</sup> One of the cadet counselors, 1st Sergeant Mac Elvington remarks that the old form of training is, "like putting people into a refrigerator for cold-weather training. It just doesn't work."<sup>(15)</sup>

Sergeant Elvington carries this analogy a bit farther. He poses the question that, if police cadets are chewed out by drill instructors for minor infractions, and if these are generally one-on-one confrontational situations, is this a form of role-modeling for future officer behavior? "Is it any wonder," he asks, "that if police cadets are taught that the 'right way' to handle one-on-one confrontations is to yell, scream, humiliate and to inflict physical punishment (pushups, etc.) that officers later exhibit these behaviors on the street in stressful confrontations with civilians?"<sup>(16)</sup>

The training attitudes at West Point are very similar. Lieutenant Colonel James Siket, also a commander for first-year cadets says that the training methods used years ago at West Point focused on the plebe (first-year student). In fact, he says that rather than teaching plebes how to become leaders through the use of harassing treatment, "we only succeeded

in teaching them how to give future plebes a hard time. The emphasis is now on the upperclassmen and turning them into leaders."(17)

By far the most interesting interview, however, has been with Colonel Howard Prince, Ph. D., Commanding Officer of West Point's Department of Behavioral Science and Leadership. Colonel Prince indicates that the issue of the use or non-use of stress in the training environment is misleading. In fact, citing Howard Earle's previously mentioned study, Colonel Prince makes the point that it was more important how stress is used than just using stress for stress' sake. He makes the point that

"Stress used in police training should approximate the job situation. A boot-camp atmosphere does not do this. A gradual exposure to stress, setting up performance expectations and then simulating them, is better than an overwhelming stress environment. Too much stress, too soon, leads to dropouts and people that are harder to train."(18)

Colonel Prince relates how the Army noticed back in 1975 that the stress methods used to "strip down, then build up" cadets ended with drop outs that couldn't relax sufficiently in counseling to discuss their problems. "We found that the ambiguity in the training led to a degradation of performance. We realized that these men and women are a precious resource, and not people to lose. The training methods had to change."(19)

Another important point is that, without exception, everyone interviewed has indicated that the biggest barrier to the training changes is the "Old Guard," graduates of previous classes that have completed the stress-oriented training and feel that it is inappropriate to change them. This situation mirrors comments made by Howard Earle when he projects the difficulties that will be encountered in changing law-enforcement authoritarian-based training.

"The new directions will not proceed smoothly but will advance by fits and starts as the program encounters organizational shock, setback and outright resistance." (20)

At the conclusion of the interviews at the military academies, it begins to appear that the issue is not a clear decision between the use of authoritarian-based, or, to use an old term, "stress," academies and the use of non-stress academic environments, as has been suggested by Howard Earle. Rather, it has become clear that the military academy successes in the past half decade have come from a realization that an authoritarian-based environment can be successful in turning out military leaders if the nature of the stressors are designed to simulate, as much as possible, expected behaviors for actual situations. The Army and Navy have realized that people can cope with unusual occurrences and surprise far better when they have had repeated exposures to these conditions. Realistic simulations, they have found, tend to inoculate their people against extreme adverse reactions to stress. From what their studies have shown about the effects of stress on the battlefield, many of which are not unlike those experienced by police officers in the field, there is more need -- not less -- for realistic simulations.

## AUTHORITARIAN TRAINING -- A DEFINITION

For the purpose of this document, authoritarian-based training will be defined as a militaristic atmosphere with some unpredictability and uncertainty about activities, schedules and expectations. There is a pronounced superior-inferior relationship between the training staff and the recruits with doubts perhaps expressed about the recruits' abilities to become successful law enforcement officers. Tactics used could include verbal harassment, designed confusion, physical fatigue, punishment (physical training and/or research papers, for example), and/or inconsistent staff behavior.

## DEFINING THE FUTURE

### BRAINSTORM -- NOMINAL GROUP

Following the completion of research and personal interviews, an assessment group of nine police academy senior staff members, police training officers and a civilian training specialist was convened to assist in analyzing the issue at hand. (Appendix) Prior to this meeting, each member had received a packet of background materials on the subject. At the beginning of the meeting, the group was briefed on the research to date and provided with an overview of the Nominal Group process.

The group then set about developing twenty-five trends that would be beneficial in assessing the future of the authoritarian-based police recruit training environment. The group focused mainly on continuous patterns of change that seem to characterize some aspect of society, training technology, the economy, natural forces, etc. The group was told that the future, the present and the past are inseparably connected and that past trends can be expected to continue in some fashion into the future. Though it is clear that, the farther into the future we project, the uncertainty of our projections increases; there is clearly significant value, nonetheless, in preparing for the future of police academy training today.

Following the identification of these twenty-five trends, the group, through individual efforts, assessed the trends and sorted them into groups labeled "Priceless," "Very Helpful," and "Helpful".

## IDENTIFICATION OF ISSUE TRENDS

Based upon the group's efforts, five Issue Trends were identified as being those that would most likely affect the future of authoritarian-based police recruit training. These five are:

**1. Expanding Job Requirements Within the Profession**

The tasks that police officers are expected to perform on a daily basis have expanded almost exponentially in the past ten years or so. Legal mandates and community pressures have involved law enforcement in a wider and wider arena of social issues and functionary duties.

**2. Increased Growth in Minority Population**

Legal and illegal immigration to California has continued virtually unchecked over the past twenty years. Some communities have become transplanted pockets of differing cultures and value systems that serve to complicate even the most basic of law enforcement duties.

**3. Increased Legislative Influence on Police Training**

Each year brings with it additional legislative mandates for police agencies and police officers. Recent changes in the way that non-violent juvenile arrestees are handled as well as changes in the response to domestic violence situations have created additional time and paperwork burdens for police officers. These changes, clearly, have also brought with them a corresponding increase in the expected levels of decision-making abilities for police officers.

#### **4. Decrease in the Use of High-Stress Police Academy Training**

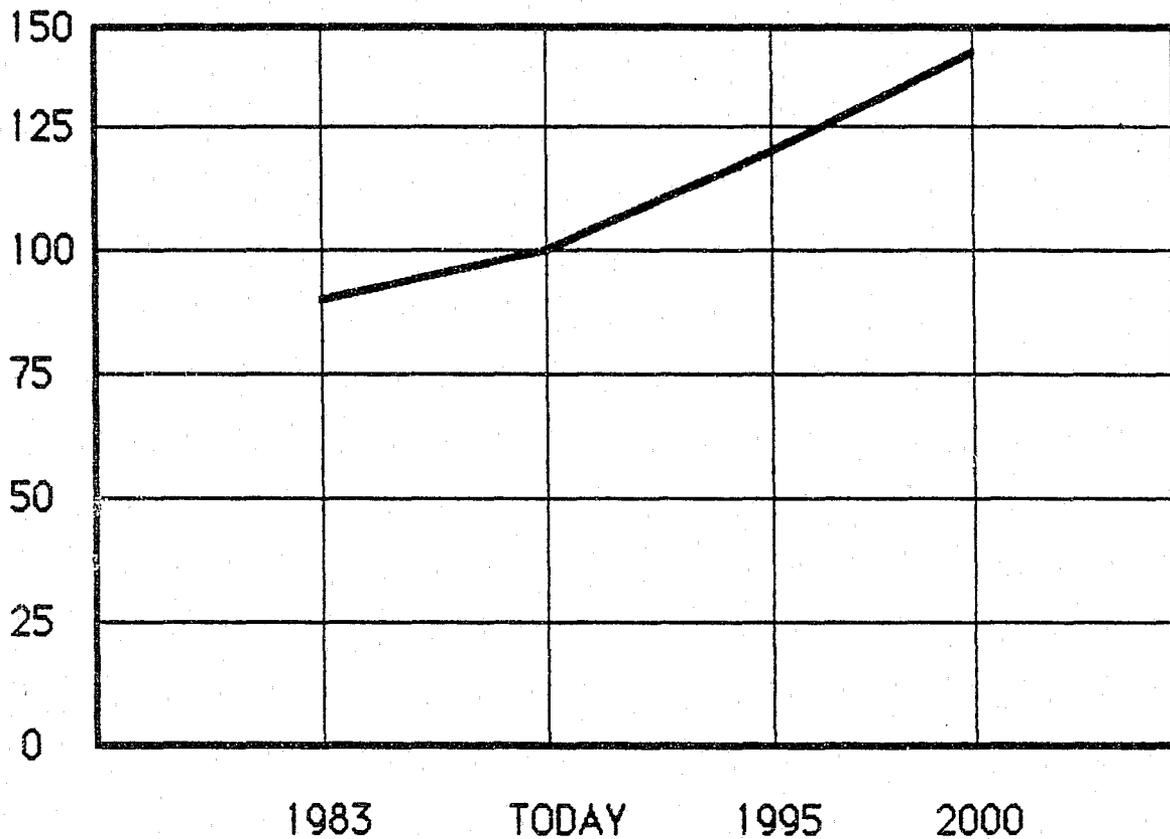
The group indicated that fewer and fewer California police academies are using high-stress environments for recruit training. The general consensus was that this was a negative situation; the majority of the group, as it turned out, was very much in favor of the "traditional" high-stress", authoritarian-based academy.

#### **5. Increased Special Interest Group Influence on Law Enforcement**

Legislative influence is exerted on law enforcement when special interest groups oppose pro-law enforcement bills or change them to suit their agendas, thereby diluting their strength. At the same time, police and sheriff's departments are being publicly excoriated for their dealings with the Homeless, A.I.D.S. victims, fortified drug houses, and others.

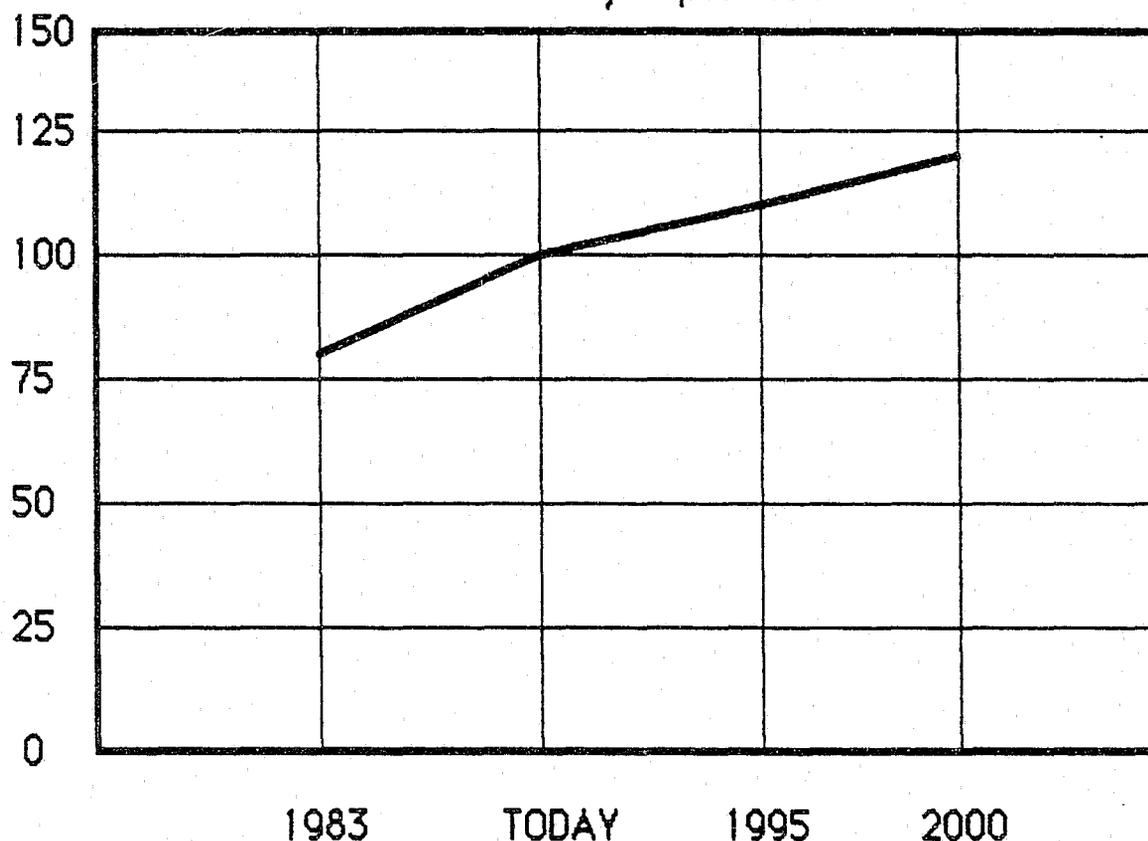
The group then evaluated the five issue trends based upon their personal knowledge and group discussion. They were asked to project backwards for five years, into the future to 1995 (7 years), and then to the year 2000. Using today's value for each trend at 100%, the group independently evaluated all five trends, the results of which are shown on the chart on page 18.

**TREND: Expanding Job Requirements**



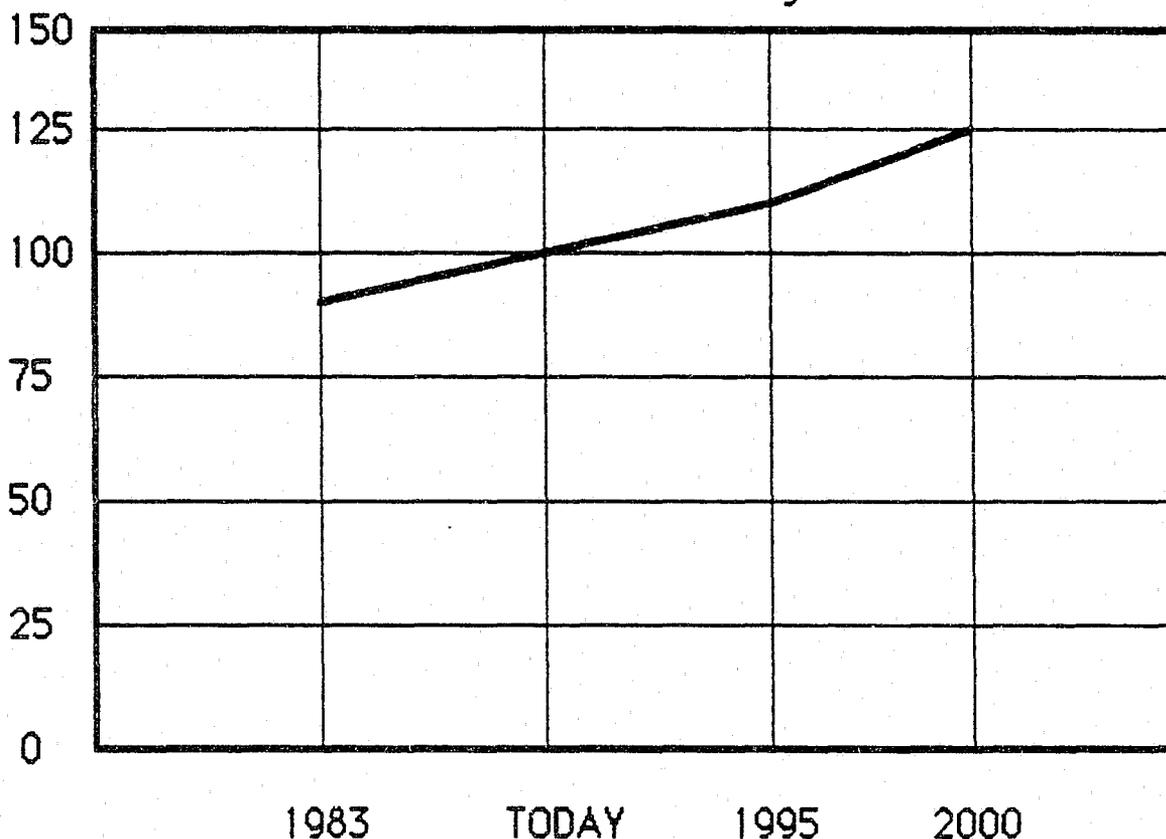
**Expanding Job Requirements Within the Profession.** The group unanimously agrees that the police officer of the future will be called upon to be better educated, computer literate, and more capable of handling a wide variety of social tasks. It points out that a number of training programs have been added to the police academy curricula in the past few years including (1) Dependent Adult Abuse training, (2) Statewide Computer System (JDIC) training, and (3) Missing Persons training. The group feels that these training requirements are indicative of the expanding information and knowledge base that tomorrow's police officer will be expected to routinely use.

**TREND: Increased Growth in  
Minority Population**



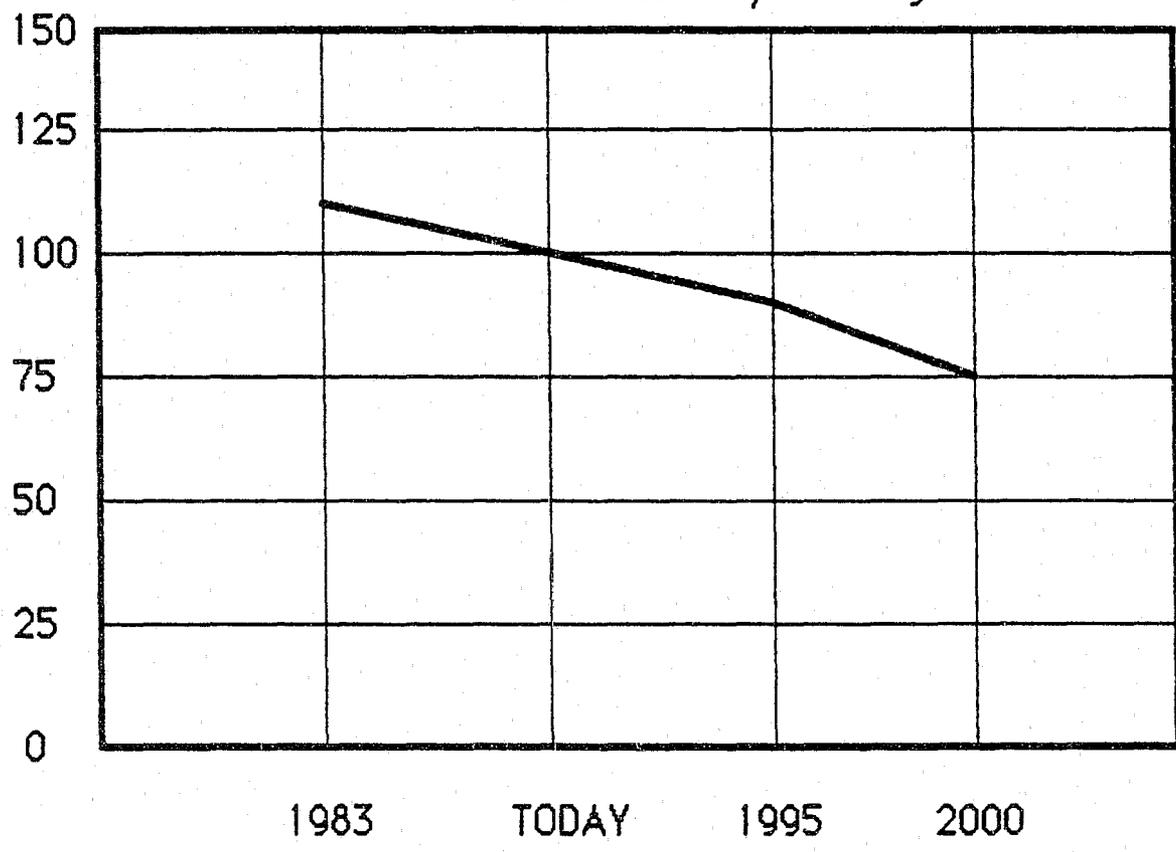
**Growth in Minority Population.** The discussion of the group centers around the number of cities in the Los Angeles basin that have seen a dramatic rise in the number of southeast Asian immigrants over the past 10-15 years. Some police agencies have found themselves developing ethnic-specific training programs to more comfortably allow officers to interact with their Asian-american residents, as well as to promote confidence and trust in local law enforcement services. It is clear that this trend will continue, especially with the dramatic rise in Asian investments (specifically Japan) in banking and high-tech industries. One fact mentioned is that 64% of all Asian-americans live in California.

**TREND: Increased Legislative Influence on Police Training**



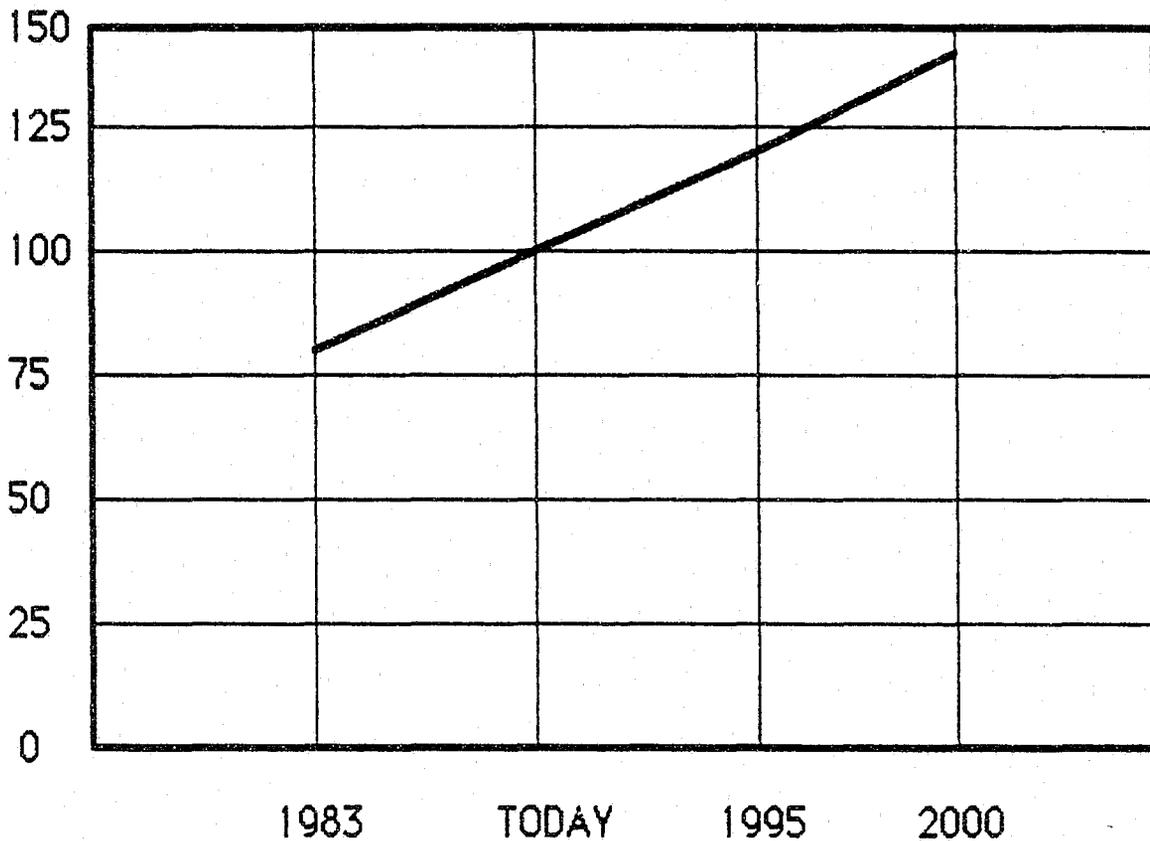
**Increased Legislative Influence on Police Training.** The group feels that the California legislature has become increasingly more involved in how police recruit training is conducted. As already mentioned, more and more courses of instruction in a wider variety of topics have been added to the mandated academy training curriculum. Rather than providing police academies with general directions, the legislature has been and will continue to be more and more specific in their control over what is taught to entry-level police officers.

**TREND: Decrease in the use of High-Stress Police Academy Training**



**Decrease in the Use of High Stress Police Academy Training.** There is a feeling among the group that some police academies, in an effort to reduce the number of academy dropouts, have begun to decrease the use of high-stress academy training methods. However, this is not in response to any change in overall philosophies or beliefs regarding the use of high-stress methods. The group merely feels that a number of academies believe that some dropouts are due specifically to the use of high-stress training methods, and since recruitment and retention of police officers has become increasingly more difficult, the academies have backed off high-stress training in order to minimize the loss of personnel.

**TREND: Increased Special Interest Group Influence on Law Enforcement**



Increased Special Interest Group Influence on Law Enforcement. The past several years have produced a number of highly-visible, sensitive special interest groups concerned with A.I.D.S., Anti-abortion, South Africa, the environmentalists, etc. Their public activities, mostly designed to call attention to their causes, have invariably led to some form of police confrontation. Pressure has been put on law enforcement agencies and the profession in general through the media, local governments, and state and federal legislative bodies. Some of this influence has led to the creation or altering of training programs. As an example, so vocal has been the outcry against the Los Angeles Police Department's use of a choke-hold that the use of the hold has been banned except in the most hazardous of situations. Even then, officers who use the hold must document the incident in great detail.

# TREND EVALUATION FORM

| TREND STATEMENT   | LEVEL OF THE TREND<br>(RATIO: Today = 100%) |       |                    |                    |
|---|---|-------|--------------------|--------------------|
|   | 5 Years<br>Ago                              | Today | Will be in<br>1995 | Will be in<br>2000 |
| <i>1. Expanding Job Requirements<br/>Within the Profession</i>                  | 90  | 100   | 120                | 135                |
| <i>2. Increased Growth in<br/>Minority Population</i>                           | 80  | 100   | 110                | 120                |
| <i>3. Increased Legislative<br/>Influence on Police Training</i>                | 90  | 100   | 110                | 125                |
| <i>4. Decrease in the Use of High<br/>Stress Police Academy<br/>Training</i>    | 110   | 100   | 90                 | 75                 |
| <i>5. Increased Special Interest<br/>Group Influence<br/>on Law Enforcement</i> | 80  | 100   | 120                | 130                |

## CRITICAL EVENT DEVELOPMENT

Following the trend development exercise, the group continued, this time with the object of generating a list, and then distilling that list, to five events that, if they were to occur, would significantly impact the use of authoritarian-based police recruit training. Events were defined to the group as those unique or single occurrences that could alter the course of trends. Examples that were proffered included the bombing of Hiroshima, the invention of mass-production, or simply the creation of the Polaroid camera. During World War II, tactics in general were forever altered after the atomic bomb was dropped. Products were suddenly more readily available throughout the known world and commerce patterns were changed. And the average American could instantly see the picture he had taken instead of waiting for days or weeks.

One other point was made to the group concerning events: Trends can be significantly altered just as much by the failure of an event to occur than if the event actually occurred. After all, Columbus was supposed to fall off the edge of the earth.

The group developed a list of twenty candidate events. After lengthy discussion fifteen were eliminated, leaving the following five:

### EVENT #1 - Financial Depression - Double-Digit Inflation

The United States sinks irrevocably into a monetarily depressed condition brought on by double-digit inflation

### EVENT #2 - P.O.S.T. Control of Academies

P.O.S.T. takes complete control over all California police academies.

**EVENT #3 - Collapse of the Pension System**

The pension system in California collapses.  
Funds are no longer available to pay existing retirees.

**EVENT #4 - Mandatory Licensing for Police Officers**

All California police officers must take and pass licensing examinations given by the state.

**EVENT #5 - Mandatory Travel Restrictions**

Daily travel is restricted due to traffic congestion and air pollution. Days of travel as well as maximum distances and reasons for travel are rigidly controlled.

Following event identification, the group members were asked to assign a numerical figure to each event indicating the probability of that event occurring by 1990, 1995, and 2000. The following event evaluation chart displays the median probability of the various events occurring at a given point in time and the median net impact on the issue of authoritarian-based police training.

| EVENT STATEMENT                              | PROBABILITY<br>(0 - 100) |            |            | Net impact on the<br>issue of the Future<br>of Authoritarian-<br>Based Recruit Tng.<br>(-10 thru +10) |
|--|--------------------------|------------|------------|---|
|  | By<br>1990               | By<br>1995 | By<br>2000 |   |
| Major Fin. Depress. -<br>Dbl-Digit Inflation | 5%                       | 10%        | 10%        | -2  |
| Total P.O.S.T.<br>Control of Academies       | 0%                       | 25%        | 50%        | -3  |
| Collapse of the<br>Pension System            | 0%                       | 5%         | 5%         | -3  |
| State Licensing of<br>Police Officers        | 10%                      | 50%        | 80%        | +2  |
| Mandated<br>Travel Restrictions              | 0%                       | 20%        | 60%        | -6  |

During their deliberations, the Assessment Group made the following observations about the occurrence of each event.

#### EVENT #1 FINANCIAL DEPRESSION DOUBLE-DIGIT INFLATION

The occurrence of a major, nationwide depression, brought on by the occurrence of double-digit inflation, will more than likely result in widespread unemployment and a marked increase in crime. Public service jobs such as law enforcement will be eagerly sought after and training academies will be able, for the most part, to operate with just about any form of training methodology. People desperate for jobs will endure quite a bit more than usual.

Funding dollars for police academy training will be limited, of course, and time will be critical. Police agencies will encourage academies to process recruits as soon as possible to handle the work load. With limited government funding, police agencies will find themselves at the "bare bones" operating level.

## EVENT #2 P.O.S.T. CONTROL OF ACADEMIES

The group postulates a time when P.O.S.T. will take complete control over the organization, management and operation of all California police academies. The positive side will be, in theory, that all police recruits will receive the same training throughout the state. All lesson plans will be created by P.O.S.T. and all instructors will be P.O.S.T. certified. The academies will be able to respond to legislative or societal changes more rapidly in the development of training.

On the down side, however, will be the fact that regionally-oriented training curricula will not be possible. Cadets will receive just as much training in cattle theft investigation in Kern County as they will in Los Angeles. At the same time, San Diego recruits will be taught the same amount regarding white collar crimes as their counterparts in Yreka.

## EVENT #3 COLLAPSE OF THE PENSION SYSTEM

While the group feels that the pension system is not in any immediate threat of collapse, they nonetheless feel that the situation may arise within the next 20 years. Even the specter of such an event, however, will be enough in our expanding job markets to decimate the ranks of potential police recruits. In a survey contained in the book published by USA TODAY entitled "Tracking Tomorrow's Trends", 60% of respondents indicate that they seek a job for better promotion opportunities; 38% say that one of their priorities in seeking a job is job security.(21) Advancement and security? Not very likely in an occupation where the retirement system has collapsed.

## EVENT #4 MANDATORY LICENSING FOR POLICE OFFICERS

In their discussion of increased state control over police academies, and as an extension of the trend that has been developed indicating increased legislative influence on police training, the group feels that there is a high probability that police officers will someday be licensed. It has been suggested that a state-certified test will be given to all recruits before graduation and that this exam will have to be passed for the recruit to be certified to work as a police officer. There is also some feeling within the group that this examination, or a similar exam, will then be taken by police officers on a regular basis. The implication is that an

officer can conceivably fail the exam after a number of years of employment and then find himself or herself "decertified" to work as a peace officer.

#### EVENT #5 MANDATORY TRAVEL RESTRICTIONS

Traffic congestion continues to increase each year, especially in the Southern California area. It is now estimated that the average speed on our highway system during peak travel periods is 32 miles per hour. If some form of improved travel system is not implemented, peak travel hour speed will be down to 16 mph by 1999.(22)

With this in mind, the group feels that some form of mandatory travel restrictions will be imposed, if not statewide, then at least regionally. People will be required to car pool and will have personal trips limited during the work week. Travel distances will also be curtailed, somewhat limiting the available recruitment base for most metropolitan police agencies. Obviously, this will also severely restrict travel to and from regional training centers and may lead to a more widespread use of live-in police academies.

## CROSS IMPACT ANALYSIS

Following the development of trends and critical events, the group has concerned itself with a cross-impact analysis of the data.

The occurrence or non-occurrence of an event will have an impact on the probable values or trends that are influenced by the event. It can also have an impact on the likelihood of occurrence of other events. These influences are called a "cross-impact" and are illustrated on page 25.

By inserting the events and trends in a cross-impact grid, we are then able to formulate some conclusions regarding the interdependence and/or impact of event to event, and event to trend over the next 10 years.

The events listed on the lefthand side of the grid are referred to as **actor** events. As such, they will be the events that precipitate any changes in the events and trends indicated on the top of the grid. These top events and trends, therefore, are referred to as **reactor** trends and events.

After constructing the cross-impact grid, the group has made a number of observations and conclusions. These are found on page 26.

## CROSS-IMPACT EVALUATION FORM

Suppose that this event actually occurred with this probability.....How would this affect the probability of the events shown below?

|    |     | How would this affect the probability of the events shown below? |                 |                 |                 |                 | TRENDS    |          |           |     |           |
|----|-----|--|-----------------|-----------------|-----------------|-----------------|-----------|----------|-----------|-----|-----------|
|    |     | E1   | E2              | E3              | E4              | E5              | T1        | T2       | T3        | T4  | T5        |
| E1 | 5%  | X  | Increase to 40% | Increase to 20% | ---             | Increase to 25% | Decr. 10% | Incr. 5% | Incr. 10% | --- | Incr. 20% |
| E2 | 50% | ---  | X               | ---             | Increase to 80% | ---             | ---       | ---      | Incr. 20% | --- | Incr. 10% |
| E3 | 5%  | Increase to 10%  | Increase to 30% | X               | ---             | ---             | ---       | ---      | Incr. 25% | --- | Incr. 15% |
| E4 | 80% | ---  | Increase to 30% | ---             | X               | ---             | ---       | ---      | Incr. 10% | --- | Incr. 10% |
| E5 | 60% | ---  | ---             | ---             | ---             | X               | Decr. 10% | ---      | Incr. 10% | --- | ---       |

- Event #1 - Financial Depression/  
Double-Digit Inflation
- Event #2 - P.O.S.T. Control of Academies
- Event #3 - Collapse of Pension System
- Event #4 - Licensing for Police Officers
- Event #5 - Daily Travel Restrictions

- Trend #1 - Expanding Job Requirements
- Trend #2 - Growth in Minority Population
- Trend #3 - Increased Legislative Influence  
on Police Training
- Trend #4 - Decrease in Use of High-Stress  
Police Academy Training
- Trend #5 - Increased Special Interest Group  
Influence on Law Enforcement

#### EVENT #1 FINANCIAL DEPRESSION / DOUBLE-DIGIT INFLATION REACHED

A serious financial depression, indicated by the attainment of double-digit inflation, will have a strong effect on Event #2, the P.O.S.T. control over police academies. In fact, the group feels that it will increase the likelihood of this control taking place another 40% to 90%.

"P.O.S.T. control will eventually occur," one group member remarked, "but if we face a severe economic crisis, where money is extremely tight, P.O.S.T. will almost certainly take over the academies to maximize whatever budget monies they get."

Obviously, a financial depression will tend to hurry along any impending collapse of the pension system. The group feels that the chances for the collapse would increase from 0% to 20%.

The group also feels that the probability of daily travel restrictions, Event #5, will increase 25% with a financial depression occurring.

Although they feel the possibility of the event occurring to be fairly minimal, the group feels that the financial depression will increase the probability of increased legislative influence on police training by 10%. Similarly to P.O.S.T. taking control, the group believes that a lack of available money will encourage government to more tightly control police training allotments.

#### EVENT #2 P.O.S.T. CONTROL OF POLICE ACADEMIES

The group feels that the occurrence of this event would almost ensure that Event #4, the licensing of police officers, will occur. The group feels that the licensing of officers is a natural offshoot of P.O.S.T. control. Logically, the group also postulated that P.O.S.T. control will mean an increase in legislative influence on police training. With all of the funding for the training authorized by the legislature, the potential for influence on training may increase about 20%.

#### EVENT #3 THE COLLAPSE OF THE PENSION SYSTEM

The collapse of the pension system, in the group's eyes, will tend to hurry, albeit only slightly, the occurrence of Event #1, a financial depression. The group also agrees that the collapse will tend to hurry P.O.S.T. taking control over police academies.

The group feels strongly that Trend #3, increased legislative influence on police training, will be significantly affected by a pension system collapse (+25%). Again, with financial problems within the profession, it is felt that legislators will be more susceptible to pressure from outside interests in directing law enforcement policies and procedures.

#### EVENT #4 LICENSING FOR POLICE OFFICERS

While the group is all but certain (80%) that licensing for police officers will occur within the next 10 years and that this will have a noticeable impact on authoritarian-based police training in the future, this event is a minor actor and reactor event. The most significant impact the group feels that this event will have will be to hurry along the licensing of police officers, Event #2.

#### EVENT #5 DAILY TRAVEL RESTRICTIONS

Restrictions on daily travel will have a tendency to decrease the trend of an expanding job market, the group feels. They indicate that fewer corporations or individual businesses will consider expanding their efforts in an area where prospective employees will have difficulty in arranging transportation to and from work. It is also mentioned that some may consider leaving the area as a result of such restrictions, but the group does not believe that this will necessarily increase the number of available people from which to then recruit police officers. If the job sites move because of employee travel restrictions, the group hypothesizes that so may the employee.

## FORECAST SCENARIOS

The data gathered from the Nominal Group relative to the trends and events that might impact the future of authoritarian-based police recruit training were examined alongside the material gathered through research and personal interviews. This information was then used to develop three scenarios in an attempt to explore possible futures regarding the issue.

### SCENARIO 1 AN EXPLORATORY LOOK AT THE FUTURE

The steaming mug of coffee is just about the only familiar item on top of Greg Stone's desk. The 39-year old former Green Beret, now a Los Lobos Police Academy Drill Instructor, stares at the computer manual in front of him and starts, for the third time, to recite aloud a paragraph dealing with programming data to demonstrate linear regression.

"One variable is said to be l-l-n-e-a-r-l-y" (he pronounces the word slowly, sounding it out) "related to another variable if an increase or decrease in one variable causes a proportional increase or decrease in the other."

A second or two of silence passes before Greg slams the book shut hard enough to slip a few drops of coffee out of his thick ceramic mug onto his desktop. The sound brings another Drill Instructor, Linda Tsin, across the room from her tiny cubicle.

"What's the matter, Greg," she asks. "The computer manual giving you headaches again?" Linda, a third-generation Chinese-american and herself a police officer with a nearby department, works part-time as a D.I. and full-time as her agency's software developer.

"You said it! I can't believe these people have to understand this stuff just to put crooks in jail. When I was growing up..."

"All the cops used pencils, not computers," Linda, laughingly, finishes for him. "But don't forget, when you grew up the crooks didn't use computers either. Nowadays, we use ours to beat them using theirs."

Greg smiles at this. "That sounds almost as confusing as the last sentence I read in this book." This remark provokes a grin from Linda.

Their conversation is interrupted by a rapping on their office door.

"Come in," says Stone, and a smiling, uniformed police recruit opens the door and enters.

"Morning, Mr. Stone. Miss Tsin. I'm...uh..here for my remediation exam in Conservation Law." Alex Trent, 23, is halfway through his cadet training and has had to remediate nearly every block examination in the past month. He doesn't have any learning disabilities, but was admitted to the academy with a less than sparkling high school record.

"You understand, Alex, that if you fail this exam again you could be put on academic probation...perhaps even dismissed from the academy."

"Oh, yessir, Mr. Stone, I know that. But I studied hard last night. Real hard. Hell, I even had time left over to study my computer programming."

Greg winces at this remark, and Linda suppresses a giggle behind her hand. Alex is taken to a small exam booth and the test request is punched up on the computer screen.

"You can leave when you're through, Alex," Greg tells him. "The machine will tell you your grade and we'll take it from there."

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Alex's studies have paid off. After obtaining a passing grade on the exam (his only real problem was the section on groundwater testing) he finds himself standing a uniform inspection in the academy's central courtyard.

All forty-three cadets are standing tall and proud. Their tan uniforms bearing the P.O.S.T. TRAINING CENTER patches all appear neat and pressed. No defects have been noted thus far by the Inspection staff as Linda Tsin reaches the cadet next to Alex. Sunil Mehta, a 20 year-old whose parents came to the U.S. from Kharagpur, just outside of Calcutta, India, appears nervous and unsure. His difficulties with the English language have caused him considerable embarrassment but he is determined to complete the training program.

As Miss Tsin turns to face Sunil, she greets him in Chinese, one of the several languages that is taught at the basic conversational level at the academy. Sunil hesitates for a moment but recovers and answers properly.

"Very good, Mr. Mehta. You've been working." Linda is also one of the Chinese instructors and has had her doubts about Sunil's abilities.

"Oh, yes, Ma'am. I have worked very hard each day to learn these things."

Sunil has been hired by a police department with a large Chinese service community, and taking Chinese at the academy is not an option with them...it's a requirement. The city council, three-fifths of which are Chinese-american, have made it plain that all police officers will possess the basic ability to at least determine the nature of problems so the proper assistance can be summoned. Sunil will still face a difficult examination given by his city after he graduates from the academy, assuming, of course, that he first passes the P.O.S.T. Licensing Examination.

Meanwhile, Greg Stone has come across a cadet's pistol bearing tiny spots of rust on the trigger guard. The cadet, a 35 year-old former real estate salesperson by the name of Caryn Burrell, applied for a job as a police officer after being laid off due to declining housing sales. She has had no previous experience or inclination towards a law enforcement career but has been accepted because of her educational background.

"Mrs. Burrell," Stone says evenly, "this is completely unacceptable. This pistol may save your life some day but only if it's kept clean and operational. Don't you understand that?"

"Of course I understand that, Mr. Stone. I'm sorry. But I also have two kids to take care of and an apartment to keep clean. I was up late completing my homework for computer programming and I...just forgot."

Stone hands Caryn back her pistol. "Have it cleaned by tomorrow morning and show it to me before your first class." Stone would love to be able to add an "or else" but there really aren't too many other punishments he could have added. There isn't a lot of military-style discipline at the academy any more, and he regrets that. Still, he thinks, many of these people wouldn't have made it through a really disciplined academy, and there aren't all that many people out there that really want to be cops.

Shaking his head, he moves on to the next recruit in line. He has to hurry and finish with the inspection so the class can make it to the bus stop in time. They can't afford to miss the last bus of the afternoon. Recent travel restrictions don't allow for another one until after 8:00 P.M. and the use of personal cars is forbidden without a permit.

Besides, he still has that damn computer book to read.

## SCENARIO 2 A NORMATIVE OUTLOOK

GOVERNOR DEUKMEJIAN POLICE ACADEMY  
MONDAY MORNING - 0800 HOURS  
CADET CLASS #7 - FIRST DAY OF TRAINING

The blue and white state-owned ethanol-powered bus slowly makes its way up the hill toward the academy grounds. Inside, thirty-seven men and women between the ages of 20 and 51 peer through the smog-coated bus windows in an effort to get their first glimpse of their "home" for the next five months.

Awaiting them on the academy athletic field are five members of Cadet Class #6, the senior class "on the hill." It will be their responsibility to guide and motivate the new class members through "Rookie Week," a combination boot camp and evaluation period designed to get the new recruits started in the right direction.

The five senior cadets have been selected for these duties by the academy staff based upon demonstrated academic accomplishments, leadership abilities and overall motivation. All five know that this is a prized assignment and will undoubtedly aid them in being hired by the department of their choice.

The bus pulls to a halt in front of the five cadets; the driver has delivered new cadets before and smiles to himself at what is about to happen.

As the door opens, and before any of the new cadets can stand, the senior Cadet Leader, Julia Ramos, enters and stands next to the driver's seat. In a loud, clear voice she says:

"LISTEN UP! You will take all of your belongings and quickly and quietly form up to the right of this bus. You will stand at attention and wait for further instructions. Do it now!"

"Uh...excuse me?" A tentative hand goes up in the back as the rest start to gather their baggage. "Is there a payphone around that I could use?"

The rest of the new cadets stop what they're doing and stare at Julia. A couple snicker softly at this ridiculous question.

Ramos' eyes narrow as she slowly works her way to the back of the bus and the offending hand, now slowly dropping. Without a word, the others get out of her way and she quickly stands in front of the seated Darryl Townsend. Darryl, 21 years old and at least 20 pounds overweight, begins to sense that something is not as he expected.

"Come with me," Julia says softly. Townsend, a bit nervous, picks up his suitcase and valise and follows Julia off the bus and onto the athletic field. Stopping, Julia points in the direction of a path leading into the wooded area surrounding the academy.

"You see that footpath?" she asks.

"Sure," Darryl says quickly, "but look, it really isn't all that import..."

Julia's stare cuts off his reply and she continues. "You take that path about two miles to the obstacle course and then come back. You've got twenty minutes."

"Look, I'm sorry. It's no big deal. Besides, how can I make it two miles and back in twenty minutes and use the telephone? That's not possible."

"Listen, cadet. I didn't say there was a telephone there, did I. I just told you to go there and back and now you've only got 18 minutes. MOVE IT!"

Stunned, the situation finally sinks in and Townsend takes off, his overweight frame lumbering towards the footpath.

It will be close to two hours before he makes it back.

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For the rest of the new cadets, the day becomes a blur. They try to learn the basics of marching and basic academy courtesy, practicing both as they move from uniform issue to haircuts to their first academy meal.

Later, wearing their distinctive white baseball caps with the P.O.S.T. logo, the new cadets file into the large auditorium for an introductory session with the academy staff. They are quickly seated and sit quietly, even Cadet Townsend, whose face is still a bit flushed from his earlier trek in the woods.

"Ladies and Gentlemen, I'm Jason Takahashi, the Director of the George Deukmejian Regional Training Academy. Welcome. You'll be spending the next five months of your life learning how to become certified peace officers for the State of California. If you're successful, you will all be

guaranteed jobs. Most, in fact, will have four or five job offers by the end of your third month.

"As you know, by accepting appointment to this academy, you have obligated yourself to a minimum of five years service to California law enforcement. If you are selected for advanced training in computers, foreign languages or other specialties and you accept, your term of service will be increased. Most of you, it's hoped, will become career peace officers.

"Your 'Rookie Week' will end on Sunday. Most of you will still be here, some will not. A week from today you begin your classes.

"The purpose of 'Rookie Week' is to turn civilians into police cadets. It is not a form of punishment, it is a way of acclimitization. Peace officers must have self-discipline. We can't waste time each day reminding you to have a clean, pressed uniform or to have your weapons clean. These things and more you will learn this week.

"The members of the senior class will be working with you this week, helping you the way they were helped four months ago. Listen to them. Learn from them. They were selected for these duties because they have been successful. They want you to be successful, too. So do I. Good luck."

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THURSDAY AFTERNOON - 1430 HOURS  
CADET CLASS #7 - DAY FOUR OF TRAINING

Cadet Townsend slowly gets out of the black-and-white patrol car and approaches the Toyota Celica he has stopped. His hand nervously taps on the butt of his bulletless .38-revolver in his holster. His new leather gear squeaks loudly with every step.

As Darryl gets to the driver's door, he peers in at the young, female driver, actually Cadet Leader Susan Li.

"Can I see your driver's license, please?" Darryl asks.

"STOP!" a voice calls from behind him. Darryl turns quickly at the approaching Cadet Leader Alex Goins. "Townsend, what are you doing wrong?"

Before Darryl can answer, Goins continues. "You forgot your position of advantage. The first thing you have to remember on each and every

traffic stop you make is to always have that position of advantage. Not a threatening position, but one of advantage should something go wrong.

"Let's try it again."

This time, Alex leads him to the Toyota and places him in the right position. He then makes Darryl do the approach three more times until he's satisfied that the exercise can continue.

"Remember, people," Goins counsels the rest of the cadets, "In moments of stress it will be the behavior you practice most often that will save your life. What we have you do over and over again here at the academy will become the foundation for your success in the field. Next cadet."

The Basic Traffic Stop exercise will continue until just before the evening meal. Many of the cadets will do traffic stops in their sleep that night. All will do them correctly.

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MONDAY MORNING - 0600 HOURS

CADET CLASS #7 - THE FOURTH MONTH OF TRAINING

Cadet Leader Darryl Townsend runs easily along the path leading to the obstacle course. His now lean frame moves almost effortlessly as he completes his morning run that has become a daily routine with him.

As he runs, Darryl is mentally planning the steps he will be taking when the new cadets, Class #8, arrive later in the morning. He remembers bits and pieces of his own first day and smiles. He and the other Cadet Leaders have already decided that their goal is to make Class #8 the best class that's ever graduated. That was to be their legacy.

The week before, Darryl had been selected to coordinate the approach of five other class members to a Burglary-in-Progress exercise. He had taken his time, deployed the cadets and had established a command post, all in less than five minutes. The exercise went all but flawlessly; the cadet that played the burglar was caught "red-handed". Later that day, he learned that he had been selected as one of the Cadet Leaders for his class. He knew that this would all but cinch his acceptance with the police department near his home that he had applied for.

Darryl was still waiting to hear if he would be accepted for advanced Investigative Skills training. He knew that this would add another four

years to his service obligation, but he had already made the personal commitment to be a career police officer.

Things were definitely looking up for Darryl. He felt so good, in fact, he stretched his run to six miles. Four months earlier, he would have already collapsed.

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Later that evening, Darryl finds himself walking through the cadet living quarters, checking on his new charges as they prepare for their first night of sleep at the academy.

As he enters one of the dorm rooms, he is surprised to see Ramon Galvan packing his bags.

"What are you doing, cadet? Leaving us so soon?"

Instinctively, Galvan comes to attention. "Yes, sir. I...I don't think I really belong here. It's not...exactly what I expected."

"Sit down, Ramon. Let's talk."

Ramon hesitates for a moment but then relaxes and sits down. Darryl takes another chair and sits straddling it with his arms over the chair back.

"You understand that this 'Rookie Week' only lasts until Sunday, don't you? We don't keep this up the full five months."

"Yeah...I understand that. I just don't know if I want to put up with it, that's all."

"What kind of job did you have before the academy accepted you," Darryl asks him. "Can you get it back?"

Ramon laughs. "Are you kidding? I hadn't had a decent job in almost a year. Not much work available for an auto mechanic when people aren't allowed to drive their cars. Mandatory travel restrictions got a lot of mechanics that way."

"So? You can't spend one week adjusting to the police academy for a decent job?"

Ramon is tight-lipped for a moment, and then blurts out, "But what if I can't handle it? What if I screw up or...can't handle the school work? I'd rather leave now and save myself the embarrassment."

"Look, Ramon. Do you think qualified people are lined up outside the gate to get in here? Oh, there are people lined up, all right, but not qualified people. That's the key.

"Law enforcement has seen the number of qualified applicants drop continually ever since the baby boom peaked in the 80's, and things aren't getting any better. You're here because you can handle it. That's why the state spent so much time and money putting you through all those tests and background checks. Don't give up now. We need people like you."

Ramon remains silent for a moment, thinking about what he's just heard. Reaching a decision, he stands, as does Darryl.

"All right...sir. I'll try it. I'll give it my best shot."

Darryl reaches out and shakes Ramon's hand. "Good for you!"

Darryl walks to the door, stops and turns.

"Now get this room squared away. Just because you don't have a roommate doesn't mean the whole room doesn't have to look spotless. And your uniform had better be spotless tomorrow morning too, you got that?"

Ramon snaps to attention. "Yes, sir!"

Darryl continues to give Ramon a stern look, then he breaks into a smile and he winks as he leaves the room. Tomorrow, he thinks, is going to be one hell of a day for Class #8.

### SCENARIO 3 AN ACADEMY IN THE HYPOTHETICAL FUTURE

Barbara Sarkesian's hands are slowly strangling the steering wheel of her small Ford. Her anger and frustration are so intense, she is unable to realize that she is only travelling at 40 mph on the Interstate as she heads home, for the final time, from the Sand Canyon Police Academy. Finally, the blare of an 18-wheeler's horn brings her temporarily out of the fantasy where she has just killed her drill instructor with a 12-gauge shotgun blast. Realizing how poorly she is driving in her angered state, she pulls into a roadside restaurant for a cup of coffee.

As she locks her car, she quickly checks to see that the blanket still covers her personal computer and printer. They can have the damn uniforms and notebooks, she thinks to herself, but she is going to need the computer.

Moments later, Barbara is seated in a small window booth with a view of her car. As she sips her coffee, her thoughts again go back to the police academy and to how her expectations didn't quite prepare her for reality.

Barbara Sarkesian was a 23 year-old computer programmer when she got the idea to become a police officer. She had seen the recruitment ads on television. They had even started using them as leaders for the VHS films she rented at her local store. Police applicants were a scarce commodity.

She figured that her college degree, her computer skills and her knowledge of the Armenian culture and language (she was third-generation) would make her a sought-after candidate and she was right. She was treated almost like royalty by the local police department from the minute she walked in the fortified doors to fillout the application.

The police chief had even taken her to lunch the day before she began the academy.

"The academy can be sort of rough, Barbara," he had told her. "But we feel very confident you'll come through with flying colors. We need talented young people like you on the department."

"No fooling, '...sort of rough...'", Barbara says softly.

"I'm sorry, sweetie? You say something?" the waitress asks as she refill's Barbara's coffee.

"No...nothing. Thanks."

The waitress walks to the next table, and Barbara slips back to her thoughts about the academy. It was rough, all right, she thinks. It was also stupid.

Her first memories are of standing at attention in the hot Southern California sun for over an hour while the Senior Drill Instructor, Doug Karlsson, yelled at them for having unshined shoes. "Doug the Slug," as the cadets came to affectionately call him, didn't seem to care that the shoes had been shined before they began standing in the sun. No, that was too damned logical. And since their shoe polish had had the temerity to actually melt on them, the entire class spent the hour being told that they didn't have what it takes to be cops and never would.

That night she was up until nearly 2:00 A.M. writing a research paper on the "Importance of Following Instructions". She was confident it would never find its way into the annals of law enforcement, but at least it made the Drill Instructor grunt his acceptance when she turned it in. Three others hadn't completed their papers and ended up doing nearly fifty pushups. Two people never returned for the second day at all.

By the end of her first week at the police academy, Barbara had come to seriously doubt her ability to be a productive cop. She also understood a bit more why some of her friends hated the police. If "Doug the Slug" was any indication of the average officer's mental state, she reasoned, Louis Leaky had been looking for the Missing Link in the wrong part of the world.

As it turned out, Drill Instructor Karlsson was pretty much the norm. A former Marine, Karlsson had been hired as a part-time D.I. mostly due to his military experience. Full-time he was a street officer with a nearby police agency, and since he loved working the Morning Watch, he was always available to work with the cadets.

So inculcated had the academy become with Marine-like procedures, the cadets had been required to "knock on the hatch" to beg entry to see a Drill Instructor, request permission for a "head call," and even chant boot-camp like "jody calls" as they did their physical fitness runs.

The academic work was easy for Barbara; a straight-A student in high school and college she found most of it memory work and fairly boring. But the mindless, military-oriented discipline was beyond her comprehension. Once, when one of the other D.I.'s had explained to the class that they were being taught to "work and think like a team." Barbara raised her hand.

"Sir, excuse me, sir. But why are we being taught to work like a team when we'll go back to different agencies and be expected to work, at least for the most part, independently?"

Barbara's answer was to be labeled a "troublemaker" and an "attitude problem". In retrospect, it seemed to her that this single event had been the signal to her that she was on her way out.

By the middle of the third week, Barbara found herself involved with Field Problems. These situations were supposed to simulate actual street situations. In actuality, however, they became additional opportunities for the staff to ridicule the cadets.

Awaiting her turn, Barbara saw some of her classmates coming back from their problems. Although the cadets were not supposed to talk to each other about what lay ahead for them, a few cadets were able to mutter a few words. Most of them just said, "Watch your ass. They're being tricky."

Barbara and another female cadet, Shirley Williams, were called to "respond" to a radio call of a burglary that just occurred. The sheet of paper they received directed them to a classroom that was set up as an apartment.

When they got there, the "victim" said that he had come home from work, found his door open and had entered only to find that his stereo and television set were missing. Would the officers please take a report?

While Shirley took out her field notebook and began to ask the "victim" for details, Barbara began her walk-through of the room, looking for the physical evidence she was sure she was supposed to find and collect. As she moved through the room, a "suspect" suddenly jumped up from behind a couch and shot her with a blank starter pistol. When Shirley came in to see what had happened, she, too, was shot and "killed" by the man.

The Drill Instructors were livid. "How could you enter the scene of a crime without exercising caution, they asked them?" "How could you assume (they had a cute way of explaining that word) that the suspect had fled just because the victim told you he'd entered the apartment?" Their faces started turning red. "This is the kind of sloppy police work that will get you and your fellow officers killed," they yelled.

In the end, Barbara had quietly gone to her locker, cleaned everything out, and had left the academy. Her last, and only, act of defiance was to drive past "Doug the Slug" and flip him off as she left the parking lot.

Now, three hours later, as she drove away from the coffee shop, she wondered what she would tell the police chief that had hired her only weeks before. She just hoped that he didn't try to convince her to go back to the academy for another chance at finishing. She'd probably laugh in his face.

As the lights of the cars on the interstate came on in front of her, Barbara finally calmed down and put her anger, for the most part, behind her. The world was not coming to an end, and there were other jobs for people with her talents.

She knew in her heart, though, she would never feel the same about police officers again.

# STRATEGIC PLAN

## INTRODUCTION

The normative future describes a well-structured, carefully planned police academy environment. Much like Annapolis' "Plebe Summer" or the West Point "Beast Barracks", the first week of the academy is designed to change civilians into police cadets. New behaviors are taught and reinforced throughout this first week. The cadets learn basic organizational courtesy, a chain-of-command, the appropriate way of wearing the uniform and taking care of equipment. Everything is presented to them in the form of behavioral expectations; there are no secrets or guessing games. Attainable goals are established the first day, and cadets are apprised of their performance on a regular and dependable basis.

More importantly, this "Rookie Week" is run by members of the senior cadet class who have already evinced signs of leadership abilities. This not only provides these senior cadets with leadership experience, it also gives the newer cadets a more realistic role model for success.

Role-playing exercises are introduced early in the training program and stress is kept at a minimum. Cadets are basically walked through simple exercises and, if they err, they are made to perform the appropriate behavior right away, as opposed to just being counseled about their mistakes and leaving the problem only having performed the desired behavior incorrectly.

Classes are kept to 25 persons or less and electives are included in the curriculum. Interested cadets can learn computer skills or the basics of a foreign language indigenous to their service communities.

Everything is taught the way it will be used on the street and in the police organizations. Stressful situations are gradually increased as the cadets raise their tolerance levels. None of the situations are far-fetched or purposefully insurmountable. Counseling is low-key and non-stressful. Cadets develop a rapport with their academy staff and problems or difficulties are discussed, not ignored or repressed. In the end, those that

complete the program are well-qualified to think on their own and have practical experience doing so.

All three scenarios serve to emphasize the point that not only will law enforcement become more complicated and demanding on the individual officers of the future, but that police academies must seriously consider altering their training methods to maintain pace with the changes taking place within our society. The number of qualified police applicants, especially in light of the increased demands for non-traditional skills, will continue to decline for at least the next several years. At the same time, expanding communities and increased police duties and responsibilities will mandate that law enforcement not only seek out the best employees, but also make every effort to keep them within the profession.

In order to accomplish these goals, it seems imperative that police academies in California begin to take a more proactive approach in the design and implementation of basic recruit training. These designs must take into consideration the basic purpose of a police academy: to turn out entry-level police officers with the knowledge, skills and behaviors they will need to be successful within their agencies. If this, then, requires a breaking with tradition, then so be it. The future should not be entered while walking backwards.

## **SITUATION**

### **ENVIRONMENT**

As past trends and events were developed through literature scans and personal interviews with training experts, it soon became apparent that changes in the methods used by many California police academies appear necessary if we are to maintain and improve the overall numbers and quality of our peace officers. Extrapolating further using this information, five trends were identified and cross-impacted with five critical events to postulate a normative future for assessing the future of authoritarian-based police recruit training. In summary, those five trends and five critical events are

## TRENDS

1. EXPANDING JOB REQUIREMENTS WITHIN THE PROFESSION  
The tasks that police officers are expected to perform have expanded dramatically over the past several years.
2. INCREASED GROWTH IN MINORITY POPULATION  
Legal and illegal immigration to California has continued virtually unchecked over the past 20 years and this trend is seen continuing.
3. INCREASED LEGISLATIVE INFLUENCE ON POLICE TRAINING  
Legislative mandates for police agencies and police officers continue each year.
4. DECREASE IN THE USE OF HIGH-STRESS POLICE ACADEMY TRAINING  
Fewer police academies are using the high-stress police academy environment for recruit training. Other academies vary from non-authoritarian (classroom) methods to a modified-authoritarian approach.
5. INCREASED SPECIAL INTEREST GROUP INFLUENCE ON LAW ENFORCEMENT  
Special interest groups exert pressure on law enforcement through the legislature and through the media.

## CRITICAL EVENTS

1. FINANCIAL DEPRESSION  
The United States sinks into a monetarily depressed condition. The effect is world-wide.
2. P.O.S.T. CONTROL OF POLICE ACADEMIES  
P.O.S.T. takes complete control over every aspect of operating California police academies.

### 3. COLLAPSE OF THE PENSION SYSTEM

The system in California collapses and funds are no longer available to pay existing retirees.

### 4. MANDATORY LICENSING FOR POLICE OFFICERS

All California Peace Officers must pass a licensing examination given periodically by the State.

### 5. MANDATORY TRAVEL RESTRICTIONS

Daily travel is restricted due to extremes of traffic congestion and air pollution.

As previously indicated, these identified trends and events are the key elements in the analysis of how the use of authoritarian-based police recruit training may evolve in the future law enforcement environment. Having created this analysis we have a foundation upon which to build the implementation of a strategic planning process to assure that the police academy environment becomes more appropriate to the needs and purposes of future law enforcement.

There are some clear opportunities and threats contained within this foundation, however, that must be mentioned. The projected P.O.S.T. control over police academies as well as the mandatory licensing of police officers seem to indicate that there is a high probability for a more uniform approach to the training of police officers in California. The technology to develop more appropriate training schemata is currently available. It requires only minor refitting to integrate successful military academy methodologies into existing police academy structures.

However, if there is a concerted resistance to changing the current state of affairs by P.O.S.T., the academy directors, or both, the increased legislative influence over police training and the special interest group influence can easily abrogate any efforts for academy training reform.

## CAPABILITIES AND RESOURCES

### THE CALIFORNIA POLICE ACADEMY COMMUNITY

There are 34 entry-level police academies in the State of California. At least 14 academies are run by or through community colleges, many of the rest are run by county sheriff's departments. Five city police departments have their own academy as does the California Highway Patrol. The academies are located up and down the state.

The minimum standards that must be met by each academy are contained in an annual publication put out by The Commission on Peace Officer Standards and Training (P.O.S.T.). Entitled Performance Objectives for the POST Basic Course, this publication outlines, in a performance objective format, all of the academic material that must be taught to meet state standards. Other than using performance standards in the teaching process, however, the book does not mandate or suggest methods for creating a disciplined environment or for acclimitizing new cadets to the academy setting and the law enforcement culture. It is left up to the individual academy to determine what methods to use to accomplish these goals.

As might be expected under these circumstances, the methods vary. Of the 26 academies that responded to a survey sent to them regarding their training methods (74% response), 3 academies (12%) indicate that they maintain a "Very Authoritarian" atmosphere, 15 academies (57%) say theirs is a "Moderate Authoritarian" atmosphere, and 8 academies (31%) describe their academies as being "Non-Authoritarian."

Clearly, one of the glaring weaknesses of the police academy community lies in the fact that its training and indoctrination methods are so diverse. A startling disparity of expected behaviors lies between the "Non-Authoritarian" and the "Very-Authoritarian" academies. A reasonable deduction can be made that a cadet might be an academic success at a "Non-Authoritarian" academy and fail the "Very-Authoritarian" one due to an inability to respond adequately to artificially-induced stress.

Another weakness within the existing police academy framework is the disparity between the behaviors that a cadet is expected to demonstrate and the knowledge a cadet is merely expected to identify on an exam.

The Performance Objectives for the POST Basic Course clearly requires that a cadet be made to "demonstrate the safe handling of handguns." (Objective 7.5.1) This is clearly a necessary behavior to demonstrate since, as we know, stress affects performance through its effects on attention, analysis, and action, and, people under stress tend to instinctively exhibit the behaviors that they have practiced most often. (Holsti, 1978)

But how about habits that aren't demonstrated and are acquired primarily through modeling the observed behaviors of others? Some of the most common police incidents---family disputes, citizen contacts, and witness interviewing---are taught in the classroom environment and then identified through an examination process. No behaviors are demonstrated and learned; the only process that occurs is the regurgitating of recalled data in a sterile examination process.

In the past two years, however, California has developed an extensive series of role-playing scenarios and has implemented them in the basic academies. Of concern is the possibility that, in circumstances where these behaviors do become part of a role-playing scenario and a cadet exhibits the wrong or mistaken behaviors, the result leads only to counseling. The cadet is told, after the conclusion of the exercise, what his or her mistakes are and then is sent on to the next problem. Unfortunately, the cadet leaves the role-playing exercise having only **performed** the wrong behaviors.

Another concern in the use of these role-playing scenarios is the aspect of timing. If, as has been suggested, scenarios and their increasing levels of stress are introduced gradually and as early as possible in the program, the cadets will tend to be more prepared. If, on the other hand, the scenarios are presented on limited occasions, the learning potential they represent may be reduced considerably.

On the positive side, the police academy community has an enormous wealth of knowledge and experience. Most academies have a full-time staff that are predominantly former or retired law enforcement officers as well as an extensive network of part-time instructors. Properly directed, these

educators can undoubtedly develop excellent lesson plans and simulation exercises to meet the needs of the future law enforcement officer.

Another strength, clearly, is the strong track record of financial support and encouragement that the Commission on P.O.S.T. has shown for police recruit academies since P.O.S.T. was created. P.O.S.T. is committed to providing the best possible training for all California law enforcement officers.

To assist in identifying further the resources and capabilities of the California police academy community, an Organizational Capability Analysis Rating was developed, and responses were solicited from persons within the community itself. Those that responded described the police academy community as having sufficient manpower, technology and funds to provide a satisfactory education in the basic academy. Respondents rate themselves high in knowledge and education and feel that they are well supported by P.O.S.T. and the law enforcement community in general.

The single area that most respondents feel is not quite as good as it ought to be is the community's ability to adapt to change. Some feel that there are some police academy leaders that actively resist any departure from traditional methods.

## STAKEHOLDER IDENTIFICATION AND ANALYSIS

In the development of a strategic plan designed to refine the use of authoritarian-based police recruit training, underlying assumptions must be identified by those individuals, groups, or organizations (Stakeholders), who have a vested interest in this issue. Each of these stakeholders can be counted on to have one or more opinions about how the use or modification of authoritarian-based police recruit training will affect them or their organization. The identification of these stakeholders, their opinions, and their assumptions are critical aspects of the strategic planning process.

The following is an analysis of assumptions of the most significant stakeholders of this issue:

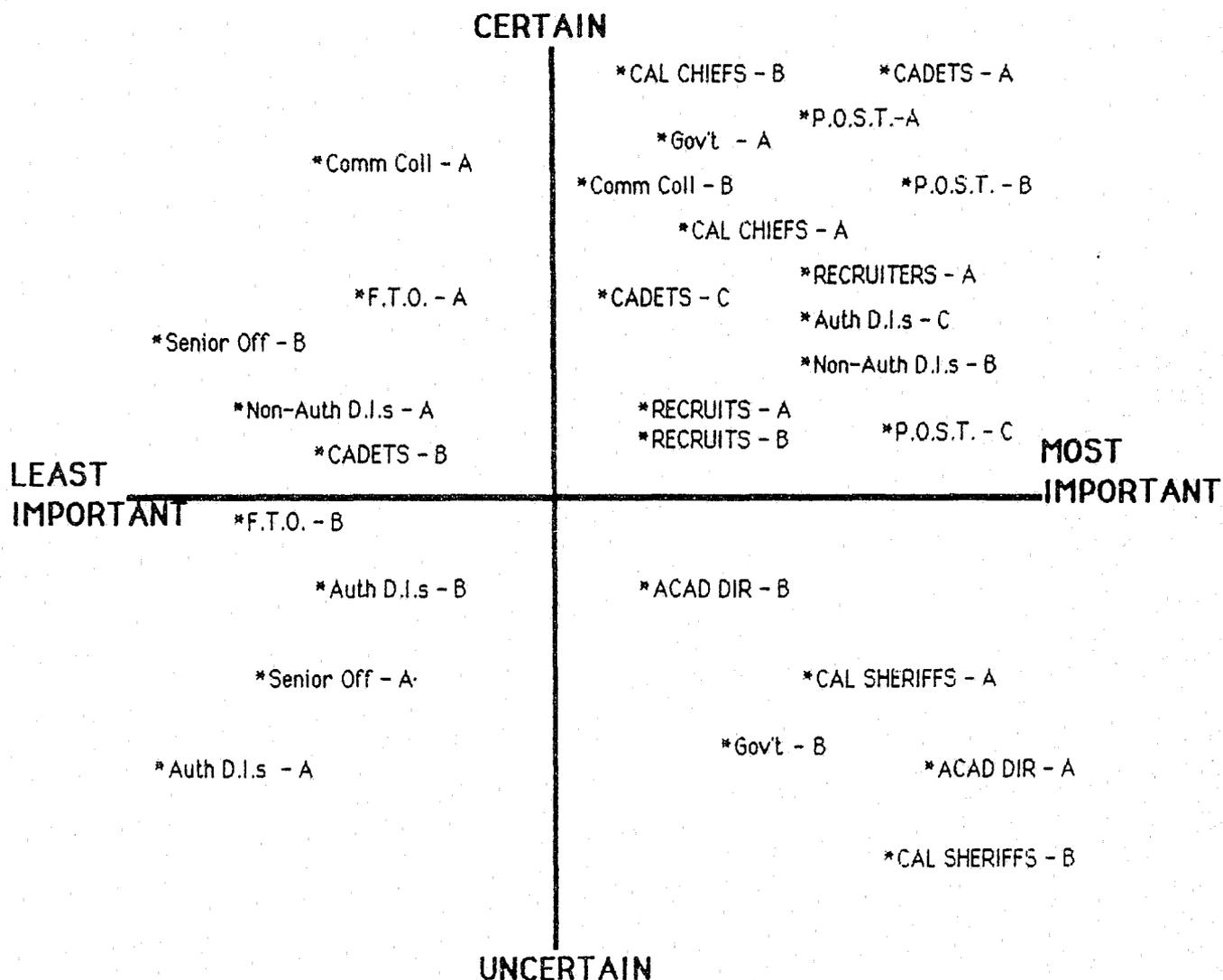
1. The California Commission on P.O.S.T.
  - A. Will support changes in the use of authoritarian-based police recruit training if the benefits are clearly established and can be implemented without major costs to the state.
  - B. Will desire to become involved in the research and implementation of any proposed training changes.
  - C. Will actively seek the support of the California Academy Directors' Association before any changes are mandated for all California academies.
2. The California Police Chiefs' Association
  - A. Will support police academy training changes if it believe that the quality of police officers will improve.
  - B. May oppose any changes that will increase the length of the police academy and keep officers off the street for a longer period of time.
3. The California Sheriff's Association
  - A. May oppose any changes that increase the amount of non-P.O.S.T. refundable monies it must allot to its academies as a result of any mandated changes.
  - B. Will oppose any mandated changes that takes from them the ability to control their training environments.
4. California Association of Police Academy Directors
  - A. Will oppose any mandated changes that takes from the association the ability to control its training environments.
  - B. Will desire giving input into the development of any proposed changes to the use of authoritarian-based training.

- C. Will undoubtedly seek additional funding from P.O.S.T. to implement any mandated changes.
5. Police Academy Drill Instructors/Tactical Staff Members at Authoritarian-Based Training Academies
- A. Will initially oppose any changes that ease any of the authoritarian-oriented training methods currently in use.
  - B. May, at least some, decide to quit their positions necessitating the hiring and training of additional staff.
  - C. Will require state-coordinated training in the use of any mandated training methods to ensure uniformity of application.
6. Police Academy Drill Instructors/Tactical Staff Members at Non-Authoritarian Based Training Academies
- A. Will resist any implementation of authoritarian-based training methods as being obsolete.
  - B. Will require state-coordinated training in the use of any mandated training methods to ensure uniformity of application.
7. Field Training Officers
- A. Will require training in the use of any new training methods to ensure a smooth transition to the field training environment.
  - B. May initially oppose any breaks with what they might perceive as traditional training methods that they themselves underwent.
8. Entry-Level Police Academy Cadets
- A. Will, overall, be more successful as peace officers having completed a more realistic training regimen.
  - B. Will be less likely to suffer any culture shock in making the transition from the academy environment to the environment of their employing agency.

- C. May incur a lower turnover rate after graduation from the police academy.
9. Potential Police Officer/Deputy Sheriff Recruits
- A. Will, eventually, be less apprehensive about the police academy.
  - B. Will begin to envision law enforcement as more of a career opportunity than just putting "crooks in jail".
10. Community Colleges
- A. Will evaluate any changes in training that is certified for college credit.
  - B. Will oppose any changes that requires the expenditure of existing funding without reimbursement.
11. Law Enforcement Recruiters
- A. Will support any changes that reduces police officer turnover without affecting the quality of the officer.
12. Local Government Officials (Mayors/Councils/Supervisors)
- A. Will support changes that will maintain or improve the quality of peace officers and improve police-community relations.
  - B. May oppose any changes that keep officers in the academy for longer periods of time.
13. Senior Patrol Officers/Deputy Sheriffs
- A. May oppose any changes that they view as breaks from tradition.
  - B. May oppose any changes that create entry-level officers with different attitudes towards the community than they consider appropriate or right.

The following graph depicts each stakeholder's position in relation to the certainty or uncertainty of their support for changes in the use of authoritarian-based recruit training as well as the importance of obtaining their support.

## STAKEHOLDER EVOLUTION



## **MISSION STATEMENTS**

### **LAW ENFORCEMENT MISSION**

To seek out, recruit and train the best available peace officers for the prevention of crime through aggressive patrol and community-based crime prevention efforts; to enforce the law fairly and equitably enabling citizens to remain free from criminal attack and to enjoy freedom of movement and conduct within the framework of existing laws.

### **POLICE ACADEMY MISSION**

To utilize the best available training methods and technologies to impart to peace officer cadets the fundamental duties, obligations, influences and philosophies that will enable them to function successfully within their communities and the criminal justice system.

## **EXECUTION**

It was originally this author's intention to conduct a Modified Policy Delphi in order to develop alternative strategies to address the future of authoritarian-based police recruit training in terms of the present environment and available resources and capabilities.

It was felt, however, that the proposed strategies would undoubtedly extend beyond current law enforcement training philosophies and would thus be either not considered by the selected group or quite likely dismissed as non-viable options.

Therefore, in an attempt to ensure a well-managed, objective-driven guide to the future and by drawing heavily on the author's research, three

mutually exclusive alternatives have been developed by the author and are advanced for consideration.

## ALTERNATIVE ONE

Drawing on established practices, establish a P.O.S.T. Fellowship for the research and study of the use of authoritarian-based police academy training in California. The emphasis will be on determining effective statewide standards for the creation of the optimal recruit training environment.

PRO - Under the aegis of P.O.S.T., the study will be conducted on a statewide basis. The study will focus on the one issue and not become lost in a variety of other studies, nor will it tend to become diluted or slanted if completed by existing P.O.S.T. or police academy personnel.

PRO - The P.O.S.T. Fellow can be selected in such a way as to minimize any previous biases towards the use or non-use of the authoritarian-based academy environment.

PRO - P.O.S.T. funding will allow for more extensive travel and time spent doing research and interviews. Also, the Fellow will have available, P.O.S.T. records on previous academy evaluations and individual cadet performances.

CON - This study may be looked upon skeptically by police academy directors who will feel that the conclusions will already have been reached since the genesis of the study was a Command College project.

CON - Limiting the study to California police academies may create an ethnocentric view of police academies and, therefore, eliminate potential sources of valuable data from other states or training institutions.

## STAKEHOLDER PERCEPTIONS - ALTERNATIVE ONE

As mentioned, the Police Academy Directors may tend to feel that any study conducted by P.O.S.T. will have built in pre-directed results. This view will undoubtedly be shared by the Academy Drill Instructors/Tactical Officers.

Though the California Police Chief's Association will most likely support, or at least remain neutral about, the creation of this Fellowship, the Sheriff's Association will oppose it as a potential threat to their already established training academy environments.

## ALTERNATIVE TWO

Recognizing that California police academies have, over the years, utilized a variety of authoritarian-based and non-authoritarian based training methods, and have generally succeeded in turning out an acceptable peace officers, allow each of the 34 academies to continue to develop their training methods in a cautious, reactive process thereby minimizing the potential rejection of any call for organizational change.

**PRO** - Police academies will retain some of their autonomy in controlling their training environments.

**PRO** - Academies will feel that they are more able to develop peace officers at their academies that reflect the training needs of the communities and agencies they serve.

**CON** - By maintaining existing methodologies, law enforcement might continue to lose the talents and skills of police recruits who reject traditional training environments and leave the profession prematurely.

CON - The existing, multi-systemic police training academies lack the ability to respond to projected changes in the professional needs of law enforcement agencies as we move toward the year 2000. Academies are still reacting to present events and trends and not looking far enough ahead to assess the police officer recruit of the future.

#### STAKEHOLDER PERCEPTIONS - ALTERNATIVE TWO

The proposal to remain at a virtual status quo will be well received by the Police Academy Directors, the Drill Instructors and the California Sheriff's Association. Obviously, this alternative will allow them to maintain freedom to control their academy training environments and change them without restriction or interference from P.O.S.T.

Those stakeholders that see a uniform approach to an academy training environment (Police Chiefs, Recruiters, Government Officials) as a way to hire and retain highly-qualified police officers will feel discouraged. While the police officers that are being generated by police academies are adequately trained, research has indicated that the training can be improved and that the improved training will increase success and retention rates.

#### ALTERNATIVE THREE

Create a P.O.S.T. ad hoc committee of three Fellows to extensively study police and military academy methods throughout the United States and the free world. This study will then incorporate the best of these training methods into a recommended "Police Academy Training Environment" that will be mandated for all California police academies.

PRO - The research into the optimal police academy environment will be expanded as much as possible to ensure the inclusion of all up-to-the-minute research and practices.

- PRO - The use of a three-person committee will further work to minimize any personal biases in the finished product.
- CON - This study will be very expensive and time-consuming. The selection of the three Fellows, therefore, will be critical to the success of the project.
- CON - Any P.O.S.T. mandated training environment will be met by strong resistance from the Academy Directors and their association membership.
- CON - After all the time and expense of completing such a research project, there is no guarantee that the committee will develop a program that will be adequate to meet the needs and desires of the California law enforcement community.

#### STAKEHOLDER PERCEPTIONS - ALTERNATIVE THREE

The stakeholder perceptions for Alternative #3 will basically be the same as those for #1.

## RECOMMENDED ALTERNATIVE

Following an evaluation of the three alternatives, as well as their short- and long-term potential impacts in addressing the issue of the future of authoritarian-based police recruit training and the mission of police academy training, a blend of **Alternative One** and **Alternative Three** has been selected as the most favorable for charting a well-defined course for the future.

### **1. Establish a P.O.S.T. Fellowship for the Research and Study of a Recommended Police Academy Training Environment.**

The establishment of a P.O.S.T. Fellowship for the research and study of the ideal police academy training environment will place this task with the state agency most capable of overseeing and financing the efforts. In addition, P.O.S.T. then becomes the agency responsible for the development and implementation of any recommended changes to the existing training regimens throughout California.

### **2. Expand the Scope of Study Nationwide to Include State and Federal Law Enforcement Training Centers and Military Training Academies.**

The research and interviews conducted for this monograph indicate that there remains extensive information and experience bases that need to be examined before any conclusions regarding the use of authoritarian-based police recruit training can be reached. As advanced as California is in a vast number of technologies and educational institutes, this does not automatically make it the bellwether authority in police recruit training.

## ADMINISTRATION AND LOGISTICS

For this strategic plan to be implemented, it must first be fully and clearly communicated to the California Commission on Peace Officers Standards and Training (P.O.S.T.), not only for approval, but also for organizational strategy development for plan implementation.

Since the strategic plan involves a number of P.O.S.T. offices (i.e. Standards and Evaluation, Training Delivery Services, Course Control, etc.) the initial presentation most properly ought to be made to the Executive Director, or his designate. The Executive Director's support will clearly be needed to enable the creation of the proposed Fellowship and to allow for the proposed extensive study and research.

Following acceptance by the Executive Director and conceptual approval by P.O.S.T., preliminary negotiations will be initiated with the various stakeholders as identified in this document. With the acceptance by P.O.S.T. and with the support of the stakeholders, the Fellowship will be announced and the funding budgeted and approved.

## LOGISTICAL IMPLEMENTATION

1. Present the plan to the P.O.S.T. Executive Director or his Designate (2-4 months)
2. Advance the plan to the Stakeholders (4-6 months)
3. Develop a Job Description and announce Fellowship (2-3 months)
4. Select P.O.S.T. Fellow/develop budget for research (3-4 months)
5. Conduct extensive research/interviews/field study (12-18 months)

6. Prepare recommended "Police Training Academy Environment" study for P.O.S.T. (2-4 months)

### STRATEGIC PLAN SUMMARY

This project examines the future of authoritarian-based police recruit training by the year 2000.

Currently, a wide variety of police academy training environments exist, not only in California, but across the United States. Many of these academies utilize some form of military-style authoritarian training techniques

Research indicates, however, that the police academy training environment has not changed to adapt to changes in the job of being a peace officer nor to changes in the society from which our peace officer candidates are coming from.

That these societal and job responsibility changes will continue cannot be disputed. In order for us to recruit, train and retain police officers for the future, law enforcement must now take a long, hard way at the methods used to train recruits. Changes are necessary and the time for change is upon us.

Drawing upon police recruit training trend forecasts as well as their cross-impacts with certain events that are contained in the "Defining the Future" part of this paper, the author suggests a normative future. This future identifies a well-organized, multi-faceted approach to police recruit training with the recruit viewed as an important asset, not merely an outsider mendicant trying to be worthy of a job. The suggested environment takes into consideration the overall mission of both law enforcement and the training academy as well as the future needs of a wide variety of law enforcement agencies.

In order to assess the viability of proposed changes to the current training methods, a list of stakeholders felt to have an interest in this issue has been identified. Then, with the present defined, the future forecasted, and resources and the environment established, a strategic plan has been developed to provide a guide into the future of authoritarian-based police recruit training.

Now, with the strategic plan in place, a plan for transition from the present to the future state is now the focus.

## **TRANSITION PLAN**

### **TRANSITION MECHANISM**

To facilitate the development of the optimal police training academy environment, it has been suggested that the California Commission on Peace Officers Standards and Training (P.O.S.T.) establish a Fellow position for the purpose of researching, on a nationwide basis, a recommended police recruit training academy environment. Following this research, the Fellow shall then create a document outlining a future-oriented academy environment to be presented to P.O.S.T. for implementation in the 34 California police academies statewide.

### **CRITICAL MASS**

In order for the creation of the P.O.S.T. Fellow to study the optimal police academy environment and for this recommended environment to be then set in place within the police academies, there are a number of constituencies (CRITICAL MASS) that are necessary to provide the energy that will cause these changes to occur. The Critical Mass consists of

1. The Commission on P.O.S.T. (through its various departments)
2. The Executive Director of P.O.S.T.
3. The California Academy Directors' Association
4. The California Police Chiefs' Association
5. The California Sheriffs' Association
6. Individual Academy Drill Instructors/Tactical Officers
7. California Community Colleges that support academies

The following Commitment Analysis Chart has been created to assist in defining the role of these constituencies identified as a critical mass, and to assure full development of the strategies necessary to ensure that the appropriate energy and commitment necessary from each is provided for optimum strategic plan implementation.

# COMMITTMENT ANALYSIS

| CRITICAL MASS       | BLOCK THE CHANGE | LET CHANGE HAPPEN | HELP CHANGE HAPPEN | MAKE CHANGE HAPPEN |
|---------------------|------------------|-------------------|--------------------|--------------------|
| P.O.S.T.            |                  |                   |                    |                    |
| Executive Director  |                  |                   | XO                 |                    |
| P.O.S.T. Sections   |                  |                   | X →                | → O                |
| Cal. Chiefs Assn.   |                  | X →               | → O                |                    |
| Cal Sheriff's Assn. | X →              |                   | → O                |                    |
| Academy Directors   | X →              |                   | → O                |                    |
| Drill Instructors   | X →              |                   | → O                |                    |
| Community Colleges  |                  | XO                |                    |                    |

**X = PRESENT POSITION**  
**O = DESIRED POSITION**

## P.O.S.T. EXECUTIVE DIRECTOR

The Executive Director supports the change and will help it happen. He understands that a long-term goal of P.O.S.T. is to provide the best possible training for all of California's peace officers, starting at the recruit level.

The Executive Director provides the leadership and direction for all of P.O.S.T.'s efforts and his support of the creation of the Fellowship will ensure that the goals and objectives of the Fellowship will be met.

## P.O.S.T. SUPPORT SECTIONS

As previously mentioned, the success of the Fellowship will depend on a number of P.O.S.T. Sections (Standards and Evaluation, Training Delivery Services, Course Control, etc.). The individual selected to conduct this research and study project will require a great deal of information and logistical support.

Also, following the recommendations for changes in the training academy environments, it will be up to many of these same P.O.S.T. sections to make these changes happen.

The document that will ultimately detail the proposed changes must be professionally prepared and distributed to the academy personnel charged with causing the changes to occur.

Training seminars for affected academy and support personnel must be developed and presented throughout the state.

Last, but not least, inspections must be made to ensure that the changes have been appropriately implemented into the academy environments.

Each and every step in the development and implementation of the changes will require the full support of P.O.S.T. personnel. If this support is not forthcoming, or is less than complete, the study will be for naught and the results will fall far short of expected and desired results.

## CALIFORNIA POLICE CHIEFS' ASSOCIATION

The members of the California Police Chief's Association shall, for the most part, support the changes in the police academy environments. As police academies come closer to implementing the proposed changes, the Police Chiefs' Association shall move from "Let it Happen" to "Help Change Happen". Their support will be necessary both by sending recruits to the

academies and also by selling the changes to the officers currently working at their departments.

### CALIFORNIA SHERIFFS' ASSOCIATION

Members of the Sheriff's Association will initially tend to block the change to their academies. Not only will they view it as an outside interference into their organizations by P.O.S.T., they will also view the proposed changes as unfair in light of the fact that P.O.S.T. can withhold funding and certification if the changes are not adopted.

As the changes are more fully developed and implemented, the Sheriff's Association will begin to view the results as positive and will then begin to support them and, ultimately, "help the change happen".

### CALIFORNIA POLICE ACADEMY DIRECTORS

Much like the Sheriffs, the Academy Directors will initially rebel against proposed changes to "their" environments. As training professionals, they will view recommended changes to their training methods much like the conclusions that were reached by Howard Earle in 1972 were viewed - with skepticism and outright disbelief.

Dr. Earle's study, however, has been mainly criticized for his methodology. It had been held that his position and control at the L.A. Sheriff's Academy allowed him opportunities to manipulate the data and, therefore, the end results. It is important, therefore, that the person selected as the P.O.S.T. Fellow be an individual that is respected by the police academy community if for nothing else, than for his or her neutrality in conducting research. If this can be accomplished and the report that is developed is clearly and logically prepared, the Academy Directors will more readily accept the conclusions of the study and begin to help the changes occur.

## ACADEMY DRILL INSTRUCTORS/TACTICAL OFFICERS

Academy Drill Instructors will oppose changes to the military-style police academy environments. Many of these individuals will have been through military basic training as enlisted men and women, or, will have been through similarly fashioned police academies. It will be difficult, therefore, to convince someone who has successfully completed this type of training that another, less disciplined (on face value, anyway) or less rigorous form of training can be more successful.

It is in this group of individuals where some dropouts may be seen. Some drill instructors or tactical officers, set in their ways and beliefs, will ultimately leave their positions rather than compromise what they see as the right way to conduct training.

Undoubtedly, some from of P.O.S.T. Training Seminar will have to be developed and presented to this group before any changes are implemented. It is the drill staff that will have a great deal of influence over the attitudes of the police recruits as they move through the program and, therefore, the drill staff that will have to be convinced that the changes are for the better to move them into the position of helping these changes occur.

## COMMUNITY COLLEGES

Community colleges that support police academies will allow these changes to occur as long as they do not foresee any changes in the basic curricula that they are certifying for college credit. Their fees will still be paid and their academic requirements will still be met.

These points will be stressed to the colleges when the presentations on the academy changes are made to the appropriate authorities.

## CRITICAL MASS CONCLUSION

With a thorough examination of assumptions, basic needs, and levels of required commitment from each constituent felt necessary, the broad

negotiation strategy for implementation of the strategic plan will be to explain, and sell, the plan in positive terms to the critical mass. The goal will be to encourage a sense of cooperation, seeking win/win situations whenever possible, and employing compromise when necessary to balance the needs of the participating constituents, though not at the expense of the implementation of the plan.

The overall strategic plan will be extensively and thoroughly communicated to the critical mass to ensure that there will be a full understanding of the future of authoritarian-based police recruit training in California.

## MANAGEMENT STRUCTURE

The key actors during the transition period will be the P.O.S.T. Support Sections and, of course, the selected P.O.S.T. Fellow. As is indicated on the "Responsibility Chart" found on page 66, these two actors will bear most of the responsibility for the research and development of the proposed academy changes as well as for providing the mechanism for the training and implementation of the changes.

After the P.O.S.T. Fellow has been selected and installed, he or she will then be required to develop a proposed budget as well as outline the overall scope of the research to be conducted. Once approved, the Fellow must then conduct the research and develop a model academy program to be submitted to P.O.S.T. for approval.

The P.O.S.T. Support Sections will initially assist the Fellow in accomplishing his or her duties and will then take over the responsibilities for developing an implementation plan to integrate the training into the police academy environments.

# RESPONSIBILITY CHART

| DECISION               | P.O.S.T. EXEC. DIRECTOR | P.O.S.T. SUPPORT STAFF | P.O.S.T. FELLOW | ACADEMY DIRECTORS | SHERIFFS' ASSOCIATION | CHIEFS' ASSOCIATION | COMMUNITY COLLEGES | DRILL INSTRUCTORS |
|------------------------|-------------------------|------------------------|-----------------|-------------------|-----------------------|---------------------|--------------------|-------------------|
| AUTHORIZE FELLOWSHIP   | R                       | S                      | -               | I                 | I                     | I                   | -                  | -                 |
| RECRUIT FELLOW         | A                       | R                      | -               | I                 | I                     | I                   | -                  | -                 |
| DEVELOP STUDY BUDGET   | A                       | A                      | R               | -                 | -                     | -                   | -                  | -                 |
| DEVELOP STUDY SCOPE    | A                       | A                      | R               | S                 | I                     | I                   | -                  | -                 |
| FIND RESEARCH CONTACTS | -                       | I                      | R               | S                 | I                     | I                   | -                  | -                 |
| CONDUCT FIELD RESEARCH | -                       | I                      | R               | I                 | I                     | I                   | -                  | -                 |
| CREATE MODEL PROGRAM   | I                       | A                      | R               | A                 | I                     | I                   | A                  | I                 |
| IMPLEMENTATION PLAN    | I                       | R                      | A               | A                 | I                     | I                   | I                  | I                 |
| D.I. TRAINING PROGRAM  | I                       | R                      | A               | A                 | I                     | I                   | -                  | I                 |
| PRESENT PROGRAM TNG    | I                       | R                      | I               | I                 | I                     | I                   | I                  | I                 |
| MONITOR PRGM RESULTS   | I                       | R                      | I               | I                 | I                     | I                   | -                  | I                 |

R=RESPONSIBILITY      A=APPROVE      S=SUPPORT

I=INFORM      - = IRRELEVANT TO DECISION

It will fall to the Support Sections to provide training to both the academy directors and staff, and also to the drill instructors/tactical officers that will play an extremely important part in the ultimate success of the proposed changes.

The Commission on Peace Officers Standards and Training (P.O.S.T.) is, therefore, the driving force behind this strategic plan. The efforts to develop a program for implementing changes in the use of authoritarian-based police recruit training revolve around P.O.S.T.'s abilities to (1) select the appropriate Fellow to conduct the research, (2) provide adequate support to allow this research to be conducted and then developed into a workable implementation plan, and (3) work with police academies and their staffs to ensure that the program will be met with acceptance and implemented without damaging resistance.

## TECHNOLOGIES

To facilitate the achievement of the future state, the P.O.S.T. Fellow must first meet with the P.O.S.T. Support Section leaders to ensure that they understand the scope and needs of his or her research project. The Fellow will convey the proposed goals of the strategic plan, the purpose of the research and should provide an overview of existing and potential problems both in the long- and short-term. Subsequent meetings with this group will be to discuss the progress of the development of the academy training model program.

At the same time, the P.O.S.T. Fellow must also schedule meetings with the California Academy Directors' Association. Although the Academy Directors' Association will not be critical to the completion of the Fellow's research, they will, ultimately, be critical to the implementation of any proposed changes. For this reason, the association ought to be kept up-to-date with the research and development of the model program. As the association meets quarterly, the P.O.S.T. Fellow must make it a point to attend every meeting following his or her selection.

By employing these technologies, the members of these two groups, as well as other critical mass members peripheral to the groups will be better equipped to ultimately implement the strategic plan. They will not only understand the plan's objective of developing the future of authoritarian-based police recruit training, but they will clearly comprehend the part(s) that they play in the overall plan design.

Similarly, the two groups will be prepared to respond to setbacks and/or conflicts that might arise. Solutions will be easier to reach, as will a consensus as to which solutions are most appropriate. Through their sharing of a common vision and organizational goal, the two groups will develop the confidence and conviction necessary to advance the strategic plan in a manner that all members of the critical mass will support and promote.

## CONCLUSION

In 1972, Howard Earle proposed in his doctoral dissertation that changes should be made with regards to the police academy training environment. Although his focus was mostly interpreted as a stress versus non-stress approach, one of his primary conclusions was that the boot-camp environment that was then the norm was not an optimal learning backdrop for modern police recruits.

In the sixteen years that have passed since Dr. Earle's dissertation was, for the most part, criticized or ignored, there have been enormous changes in the material that is taught in today's academies, but little has changed relative to the overall academy environment. In many places cadets still bang three times on tactical officers' offices to gain entry, they still start and end each sentence with "Sir" or "Ma'am", and, for the most part, they still learn behaviors that are either inappropriate in the real world or that are learned simply because others before them have passed through the same program.

The purpose of this monograph has been to explore the future of authoritarian-based police recruit training by the year 2000. In the first part of this document, research and interviews led to the development of three scenarios. These are based on critical trends that have been identified as well as possible future events that will also impact the issue, and the cross-impact of these trends and events. One scenario depicting the normative future describes a police academy where cadets still learn discipline but where discipline is secondary to the learning environment. In this hypothetical police academy, behaviors are carefully taught and stressful situations are gradually introduced into the training process, not dumped on the cadets over a period of two or three days. Improper behaviors are corrected on the spot by causing the cadet to perform the behavior correctly.

Cadets are required to treat their instructors with respect, as they will anyone they will later meet on the street. They are not, however, after the indoctrination week, taught to be subservient to the staff, nor are they treated with callousness or abuse.

Finally, the senior cadets are trained and developed as leaders by using them to indoctrinate the incoming class of cadets. The senior cadets became clearer role models to the junior class and, at the same time, are monitored to ensure that they are performing appropriately. Each senior class has as its goal to make the junior class the best class ever to come out of the academy.

During the writing of this document, an article was published in the October 17, 1988 issue of **People Magazine** entitled "Inhuman Error". The article details the account of a Massachusetts police cadet, Tim Shepard, who had collapsed and gone into a coma during his first day at the Agawam, Massachusetts Police Academy. He died without regaining consciousness.

An investigation revealed that the cadets at Agawam were routinely treated to, "verbal abuse, racial and sexual epithets, systematic humiliation and daylong workouts to the point of exhaustion."<sup>(24)</sup> The reasoning behind this treatment was stated as an attempt to, "steel recruits against the physical and psychological rigors of police work"<sup>(25)</sup>

The dropout and injury rate was described as high. All fifty members of Tim Shepard's class were determined to have some degree of kidney damage, and questions are surfacing about two recent cadet suicides.

Situations such as the one at Agawam are part of the reason that the police academy use of authoritarian-based training must be carefully studied and evaluated. Cadets shouldn't have to die, nor should law enforcement be deprived of the services of potentially valuable employees, in response to training methodologies that are long outdated.

In the past several years, the U.S. Military Academies at West Point and Annapolis have altered their treatment of new cadets. Their emphasis is now on teaching these cadets the basics of military discipline and courtesy without the demeaning physical and psychological abuse of the past. They have improved their methods for developing the military leaders of tomorrow, where law enforcement has remained at a standstill.

It is interesting that some police academies continue to use training techniques on entry-level cadets that were designed for use on military **enlisted** personnel when, at the same time, police agencies usually expect their people to exhibit the take-charge leadership and decision-making attributes of commissioned officers. In fact, it almost seems to be a

somewhat Pygmalion approach to peace officer training when, in fact, the potential for development of these cadets is much greater.

Law enforcement is long overdue in adopting changes to the police academy environment. The profession continues to expand in scope and responsibility, while, at the same time, the pool of acceptable, yet talented, recruits continues to dwindle and be drawn off by an ever expanding job market. If the profession continues to ignore the signals of change relative to law enforcement training, the profession of peace officer could be in serious jeopardy.

This monograph goes beyond the stress versus non-stress study of Howard Earle. It indicates that the issue is not the alternatives of stress or non-stress academies (herein referred to as authoritarian or non-authoritarian) that Earle postulated but is an issue of how that authoritarian approach can be better employed in the learning and development processes of our peace officer academies.

The goals have not changed; it is still the desire to produce the best possible peace officers as possible. Our police agencies and communities deserve no less. What must change is the approach to training that is currently employed throughout most of the United States.

There is a long-standing joke in law enforcement that says that the first thing a Field Training Officer tells his rookie when they climb into the patrol car is, "Listen, kid. You forget everything they taught ya at the police academy. I'll teach ya how to be a cop."

Perhaps it was never meant to be a joke.

## ENDNOTES

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## CANDIDATE EVENTS

1. Major U.S. Military Action Leading to the Draft
2. Legalization of Cocaine
3. Balanced U.S. Budget Amendment Passes
4. Abolition of the Death Penalty Nationwide
5. Female U.S. President Elected
6. Statewide 4-Year College Degree Requirement for Entry-Level Police
7. 8+ Earthquake in California
8. Proposition Restricting Police pay Hikes is Passed
9. Establishment of a Major Working Space Station
10. Major Financial Depression - Double Digit Inflation
11. Compulsory Police Service for Able-Bodied Adults
12. Mandatory Cutback of Police Academy Length
13. Total P.O.S.T. Control of Police Academies
14. World-Wide Oil Shortage
15. Collapse of the Pension System
16. Police Officer Employment Contracts at all California Agencies

17. State Licensing of Peace Officers
18. Mandated Daily Travel Restrictions
19. Mandatory Minority Staffing of Police Academies
20. Election of a Black President

| CANDIDATE TREND   | FOR THE PURPOSE OF FORECASTING THE FUTURE OF AUTHORITARIAN-BASED POLICE RECRUIT TRAINING BY THE YEAR 2000, HOW VALUABLE WOULD IT BE TO HAVE A GOOD LONG-RANGE FORECAST OF THIS TREND |              |         |                  |            |
|---|--|--------------|---------|------------------|------------|
|   | PRICELESS  | VERY HELPFUL | HELPFUL | NOT VERY HELPFUL | VALUE-LESS |
| DECREASE IN THE NUMBER OF ELIGIBLE MEN AND WOMEN IN THE WORKFORCE |  | XXX          |         |                  |            |
| EXPANDING JOB MARKETS OUTSIDE LAW ENFORCEMENT                     |  | XXX          |         |                  |            |
| EXPANDING JOB REQUIREMENTS WITHIN THE PROFESSION                  | XXX  |              |         |                  |            |
| INCREASE IN HIGH-TECH/ COMPUTER CRIMES                            |  |              | XXX     |                  |            |
| INCREASE IN THE NUMBER OF WOMEN ENTERING LAW ENFORCEMENT          |  |              | XXX     |                  |            |
| INCREASED GROWTH IN MINORITY POPULATION                           | XXX  |              |         |                  |            |
| GROWTH IN ETHNIC DIVERSITY  |  |              | XXX     |                  |            |
| DECREASE IN SWORN POLICE POSITIONS                                |  | XXX          |         |                  |            |
| INCREASED LEGISLATIVE INFLUENCE ON POLICE TRAINING                | XXX  |              |         |                  |            |
| INCREASED P.O.S.T. CONTROL OF POLICE ACADEMIES                    |  | XXX          |         |                  |            |
| INCREASED NUMBER OF SPECIALIZED POLICE POSITIONS                  |  | XXX          |         |                  |            |

| CANDIDATE TREND  | FOR THE PURPOSE OF FORECASTING THE FUTURE OF AUTHORITARIAN-BASED POLICE RECRUIT TRAINING BY THE YEAR 2000, HOW VALUABLE WOULD IT BE TO HAVE A GOOD LONG-RANGE FORECAST OF THIS TREND |              |         |                  |            |
|--|--|--------------|---------|------------------|------------|
|  | PRICELESS  | VERY HELPFUL | HELPFUL | NOT VERY HELPFUL | VALUE-LESS |
| DECREASE IN ENTRY-LEVEL ACADEMY SKILLS                     |  |              | XXX     |                  |            |
| INCREASE IN DEMAND FOR HIGH-TECH SKILLS                    |  |              | XXX     |                  |            |
| DECREASE IN GENERAL VALUES/ SOCIAL VIEWS                   |  |              | XXX     |                  |            |
| DECREASE IN THE USE OF HIGH STRESS POLICE ACADEMY TRAINING | XXX  |              |         |                  |            |
| DECREASE IN AVAILABLE FUNDING FOR ACADEMY TRAINING         |  | XXX          |         |                  |            |
| INCREASED RATE OF HIGH SCHOOL DROPOUTS                     |  | XXX          |         |                  |            |
| INCREASED SPECIAL INTEREST GROUP INFLUENCE ON TRAINING     | XXX  |              |         |                  |            |
| INCREASED RESTRICTIONS ON HIRING (AFFIRMATIVE ACTION)      |  | XXX          |         |                  |            |
| INCREASE IN ILLEGAL SUBSTANCE ABUSE                        |  |              | XXX     |                  |            |
| INCREASED CHANGES IN JOB EXPECTATIONS IN LAW ENFORCE.      |  | XXX          |         |                  |            |
| INCREASED COMPETITION FOR RECRUITMENT                      |  | XXX          |         |                  |            |

| CANDIDATE TREND                           | FOR THE PURPOSE OF FORECASTING THE FUTURE OF AUTHORITARIAN-BASED POLICE RECRUIT TRAINING BY THE YEAR 2000, HOW VALUABLE WOULD IT BE TO HAVE A GOOD LONG-RANGE FORECAST OF THIS TREND |              |         |                  |            |
|---|--|--------------|---------|------------------|------------|
|   | PRICELESS  | VERY HELPFUL | HELPFUL | NOT VERY HELPFUL | VALUE-LESS |
| DECREASING CAREER COMMITMENT              |  |              |         | XXX              |            |
| REDUCED PHYSICAL/ PSYCHOLOGICAL STANDARDS |  |              | XXX     |                  |            |
| DECREASE IN PROBLEM-SOLVING SKILLS        |  |              | XXX     |                  |            |
|   |  |              |         |                  |            |
|   |  |              |         |                  |            |
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|   |  |              |         |                  |            |

## NOMINAL GROUP PARTICIPANTS

- 2 Police Academy Directors
- 1 Police Commander
- 2 Police Lieutenants
- 1 Federal Law Enforcement Training Specialist
- 3 Police Academy Support Personnel

*CAPABILITY ANALYSIS*  
*California's Police Academy Community*

Evaluate each of the below items on the basis of the following criteria:

- 1 Superior. Better than anyone else. Beyond present need.
- 2 Better than average. Suitable performance. No problems.
- 3 Average. Acceptable. Equal to competition. Not good, not bad.
- 4 Problems here. Not as good as it should be. Deteriorating.
- 5 Real cause for concern. Situation bad. Crisis. Must take action

| Category                | 1     | 2     | 3     | 4     | 5     |
|-------------------------|-------|-------|-------|-------|-------|
| Manpower                | _____ | _____ | _____ | _____ | _____ |
| Technology              | _____ | _____ | _____ | _____ | _____ |
| Money                   | _____ | _____ | _____ | _____ | _____ |
| Knowledge/Education     | _____ | _____ | _____ | _____ | _____ |
| Culture/Norms           | _____ | _____ | _____ | _____ | _____ |
| Adaptability to Change  | _____ | _____ | _____ | _____ | _____ |
| P.O.S.T. Support        | _____ | _____ | _____ | _____ | _____ |
| Professional Resources  | _____ | _____ | _____ | _____ | _____ |
| Law Enforcement Support | _____ | _____ | _____ | _____ | _____ |