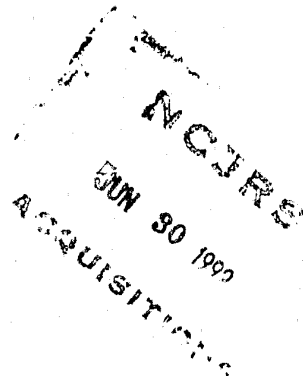


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**What Special Pre-Academy
Training Programs
Will be Required by the Year 2001
in Order to Prepare Applicants for
Law Enforcement Academies?**

By

Jack E. Parra



**Command College - Class XXIII
February 1992**

**Commission on Peace Officer Standards and Training
Sacramento, California**

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This Command College Independent Study Project is a FUTURES study of a particular emerging issue in law enforcement. Its purpose is NOT to predict the future, but rather to project a number of possible scenarios for strategic planning consideration.

Defining the future differs from analyzing the past because the future has not yet happened. In this project, useful alternatives have been formulated systematically so that the planner can respond to a range of possible future environments.

Managing the future means influencing the future--creating it, constraining it, adapting to it. A futures study points the way.

The views and conclusions expressed in this Command College project are those of the author and are not necessarily those of the Commission on Peace Officer Standards and Training (POST).

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**WHAT SPECIAL PRE-ACADEMY TRAINING PROGRAMS WILL BE REQUIRED
BY THE YEAR 2001 IN ORDER TO PREPARE APPLICANTS FOR LAW
ENFORCEMENT ACADEMIES ?**

By JACK E. PARRA

**COMMAND COLLEGE CLASS 13
PEACE OFFICER STANDARDS AND TRAINING**

February 1992

EXECUTIVE SUMMARY

This study addresses the issue of identified skills and abilities that will be required of future law enforcement applicants and the declining level of qualified candidates from which to recruit which will impact law enforcement in the year 2001. The focus of the study is: What special training programs will be required to prepare applicants for entry into police academies by the year 2001?

SECTION I - A FUTURES STUDY

The study incorporated a review of literature relative to the issue, interviews with subject matter experts, and a survey of law enforcement training managers who identified critical skill and ability needs of future law enforcement officers. An analysis of current trends and potential events likely to impact the issue was forecast. The forecasting process used a nominal group technique to project five trends: 1) level of literacy needed by entry level police officers; 2) Level of technical training in police academies; 3) Public expectation of law enforcement officers; 4) Public funding; and 5) Public expectations to include more officers from ethnically diverse backgrounds. There were five events projected with a high probability of occurrence by the year 2001. The five events evaluated were: 1) Computer literacy required by police academy graduates; 2) Voice activated computers for report writing; 3) Post mandated increase in length of police academy training; 4) California requires literacy test for high school graduates; and 5) Law enforcement requires a 12th grade reading level. Three scenarios were developed based upon these trends and events with normative, "should be", exploratory and hypothetical scenarios.

SECTION II - STRATEGIC MANAGEMENT

A strategic management plan was developed based upon the "should be" scenario state which incorporated a situational analysis of the strengths and weaknesses of the training community. The emphasis of the strategic plan is to establish policies to develop 1) a study and review for special pre-academy training needs; 2) organize support from major stakeholders vital to the strategy; 3) identify specific pre-academy training models and 4) explore alternative funding sources for program implementation.

SECTION III - TRANSITION MANAGEMENT

A transition management plan, utilizing the normative scenario, was used to facilitate the change process. The plan suggests for Peace Officer Standards and Training to assume the lead role throughout the established time line projected for project implementation. Chosen as the project manager was a POST executive level representative who would oversee implementation of the strategic policies. A number of implementation technologies are presented including responsibility charting, and creating an on-going monitoring and evaluation system to insure effective transition.

CONCLUSIONS

The study concludes that the time to prepare for special pre-academy training programs is now. In essence, law enforcement must implement policies that will insure a continued level of qualified applicants from which to recruit.

As was suggested by the law enforcement leaders interviewed, that we in the law enforcement profession be willing to experiment with new concepts and ideas in order to meet the challenges of the future.

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"Those who are quick to spot new relationships in a rapidly changing reality ... will be those who have the future in their bones."

- Toffler

INTRODUCTION

A background on the need for special pre-academy training programs that may be required for law enforcement academy applicants by the year 2001.

BACKGROUND

In decades past, it was conventional wisdom that all the equipment needed to be a police officer was a badge, a gun, and physical strength. Only minimal communication and other skills were needed. For example, a former Chief of Police from an Orange County, California municipality found the following police report from the 1930's when disposing of old records: "Found Willie Jones drunk and passed out in the park. Took him to the jail to sleep it off."¹

As will be shown below, this was an era in which a study showed the average IQ of street officers to be 84. No more was really necessary.² An audiovisual interview with former Anaheim Police Chief Mark Stephenson indicates that "foot patrol" was a common method of policing during this era. Crime was, in general, relatively unsophisticated, and communication between the individual street officer and headquarters was by telephone when necessary. Radio communication as it is known today was non-existent. As was indicated above, reportage by street officers was minimal, again compared with today.³

It was not until after World War II that street officers in large numbers began to patrol in police cars, and the present system of VHF radio communication came into being. From that time forward, with increasing speed, police departments have made increasing use of technology, and the requirements of police reportage have increased.

The above means that, whereas patrolmen still need to possess defensive tactics and above-average reflexes, they also need to be able to master increasingly complex technology. Today's police officers must be able to master the use of not only VHF radio but Mobile Data Terminals (MDT's), keyboard-operated computers that they use to communicate directly with headquarters and other police units. It is likely that the technology with which police cars are equipped will become more sophisticated and complex in the future. In addition, they are required to provide far more in terms of written reports than they were in the past. Voice-activated computers may make this easier, but post-dictation editing will unquestionably be required.

In addition, especially over the past decade, police officers have had to become more aware of subtle and complex social issues. With the increase in the size and importance of ethnic minorities, police have had to increase their understanding of the social forces that mold today's world. As the Rodney King incident attests, the time when police officers are permitted to make judgements based on color, race or sexual orientation are swiftly passing.⁴ Various segments of the general public simply will not accept that type of behavior. The current thrust by law enforcement toward providing cultural awareness training in these areas is a reflection of this change in society.

All of this means that cognitive skills as well as communication skills far greater than those required in the past and, for that matter, today will be required in the future. In addition, there is an increasing emphasis in police work on de-escalation of citizen conflict in such situations as domestic disturbances and similar situations. All of the above means that the requirement for communication skills such as reading, oral communication, and possibly writing skills has increased substantially over the past decade. It will continue to increase as the 21st century approaches, probably with increasing speed since, as Alvin Toffler has indicated, not only is there change in our society, but the rate of change is on the increase.⁵

Reading skills will be required because police officers, even those at the street level, will have to be able to read and understand electronic equipment manuals written in arcane language. This requirement will increase as more law enforcement agencies bring increasingly sophisticated equipment on line. Oral communication skills are, today, and will be to an increased extent in the very near future, required both in de-escalation of critical situations and in reporting via voice-activated computers.⁶ The need for writing skills may become of great importance because writing is essentially a communication skill, and, even with a voice-activated computer, the "writer" must be aware of the effect of the printed word as a report is being generated.

Furthermore, it may be presumed that, after the voice-activated report is complete, it still will require editing by the person generating the report because dictated material, even that provided by those skilled at the art, requires editing. It is likely, indeed, that the requirement for an acceptable report may be more stringent in the future because the officer will have the opportunity to edit and rewrite as necessary--something not possible with a handwritten report.

Supportive data for the above may be found in the California Commission on Peace Officer Standards and Training Research Project No. 4 which lists 18 separate types of reading tasks required of police officers, from reading reports to reading training bulletins and legal interpretations.⁷ A total of 23 writing tasks were listed, ranging from making reports requiring only check-off boxes to writing lengthy investigative reports.

PURPOSE OF THE STUDY

It is assumed that the projected state of recruitment needs and available resources indicates that it is advisable for law enforcement agencies to broaden the base of their recruitment efforts to meet their human resource needs of the future. It must be recognized that only four percent of all applicants successfully become sworn officers. As suggested above, in addition to the 5,000 openings that now exist, another 8,600 positions will be required by the year 2000.⁸ The purpose of the study is to develop a plan which will enable law enforcement agencies to assist in the solution of this problem by developing pre-academy training programs.

Literature Survey

The first step in the survey of the literature involved an examination of the statistical results of data collected by POST from Basic course students tested during calendar years 1986 through 1990. The figures show that class means on a reading test administered by POST as part of training have shown a steady reduction since 1987, from an average of the 56th percentile to the 46th percentile. That is, whereas in 1987, compared with national norms, the average score was higher than 56% of those in the norm group, the average score is now slightly below the average (the 50th percentile) score of the norm group.⁹ These same data show that, for the most commonly used system of judging graduates of police academies, there has been a similar decline in proficiency test means, from the 46th percentile to the 38th percentile. POST's measure of "instructional effect," a measure that enables them to judge proficiency apart from reading skills, indicates a considerably smaller decrease in average scores, revealing the importance of reading skill with respect to this issue. The term instructional effect refers to the effect of academy instruction with the factor of reading skills removed from the statistics. The above statistics indicate, therefore, that the ability of academy students to benefit from instruction has declined less with the effect of reading removed than if reading ability is factored into the statistical analysis.¹⁰

These figures should be no surprise since they merely reflect frequently published figures on the state of education in the United States in general. A two-year review of test results from the congressionally-mandated National Assessment Government Board suggested progress toward key educational goals "falls far short of what is needed to secure a free and prosperous future." Overall, average junior high and high school verbal, reading, and proficiency scores were unchanged or lower in 1990 than in 1978. The same report found that only 18% of eighth-graders and 16% of twelfth-graders were proficient (i.e., competent to handle challenging material).¹¹ In another recent report, California Scholastic Aptitude Test (SAT) verbal mean scores have continued to decline since 1986 from a score of 424 to the current 1991 verbal means score of 415.¹²

In the 1989 Symposium on Police Officer recruitment, findings were presented which indicate that 33% of applicants fail the written examination for entrance to a police academy, while another 30% fail the oral interview, an examination that focuses upon both problem-solving and communication skills.¹³ While the report neither compares these with past figures nor makes projections for the future, the indication is that the problem of language skills is indeed a problem today.¹⁴

This same study details that only four percent of all original applicants manage to complete the process of becoming a sworn officer. Since 63% of these applicants fail either the written or the oral examination, it is obvious that written and oral communication skills represent an important issue. Since, according to the Bureau of Labor Statistics, the traditional labor pool is predicted to be reduced from 36.2 million to 31.7 million by the year 2000, it is obvious that law enforcement will have a smaller labor pool from which to draw.¹⁵

Currently, the average California law enforcement recruit is male, 23 years of age, and a high school graduate with some college experience.¹⁶ According to a PORAC news article, the 20- to 29-year-old group from which law enforcement traditionally has drawn its recruits will decline from 15.6% of the population to 13% of the total population by the year 2000.¹⁷ This same report suggests that, because of the increase in California population from the current 29 million to an estimated 33 million by the year 2000, an additional 8,600 law enforcement positions will be needed. Adding this figure to the 5,000 positions already available means that law enforcement will be competing for a share of a relatively smaller group of potential officers while having to provide more officers to ensure public safety.¹⁸

Data from a University of Nebraska study (Kenny and Watson, 1991) indicates that IQ is a useful measure when considering applicants for law enforcement.¹⁹ The report cites a 1917 study of 30 applicants who had an average IQ of 84, compared with 1986-87 average scores of 96 for males and 105 for females in the current sample. Whereas the sample size in the 1917 study is small, it is of interest since it reflects what is known about the sophistication required of patrolmen of that era.

It further suggests that, as the role of today's police officer continues to become more complex, officers will find that their skills in communication, counseling, information collection, analysis, interpretation, and consensus building are frequently more important than they had previously imagined possible. As more agencies adopt newer methods, such as team policing, repeat offender programs, split force and directed patrol, and community oriented policing, this refocusing of police procedure will almost certainly be accelerated. Despite these obvious trends, few in either law enforcement or academy have given much notice to questions concerning the ability of today's officers to meet tomorrow's expectations.

Results of Survey

A survey (Appendix A) was sent to 45 California police department and academy training managers, 71% (32) of whom responded. The high level of response may be significant to the importance of the issue. The list, by agency, will be found in Appendix B. The respondents included both northern and southern California municipal police agencies; county sheriffs' departments and training academies were included in the sample.

When asked about the current hiring standards for police officer applicants for their departments, 60% of the respondents stated their belief that current standards are below minimum for what is required to perform the job. In general, the larger agency respondents felt that hiring standards were inadequate. It is possible that this is because larger agencies consistently experience larger numbers of vacancies to fill from a smaller labor market and therefore test more applicants.

The majority of respondents (53%) felt that reading skills, writing skills, language skills, computer literacy skills, critical thinking skills, and cultural awareness skills were appropriate requirements. When asked about the level required, the majority indicated that applicants should be average or above average in all the skills listed above. A middle manager in the police academy in a

major California city told the author that reading tests are no longer being administered because of the alleged negative impact on minority recruitment despite the fact that these tests are required by POST.

A high percentage of correspondents (70%) felt that there will be a shortage of qualified police applicants by the end of the current decade. This is a serious statement when put together with their response to the first question above. When asked about communication skills, the training managers reported a marked decrease in writing skills (75%) over the past few years, though there appeared to be no belief that speech skills were declining.

When asked about officer ability to use new computer technology and technology predictable within the near future, they indicated that failure to possess the necessary skills might produce problems (57%). Eighty-two percent (82%) of the respondents reported their belief that the curriculum in current police academies does not provide adequate instruction in required skills for otherwise acceptable applicants.

Ninety-two percent (92%) felt that a form of pre-entry or pre-academy training would be viable for this purpose. When asked about what kind of institution they felt should provide pre-academy training, 20% of the respondents checked POST Regional Facility, 15% their own agency, and 40% community colleges, while 25% checked a combination of the two.

Structured Interviews

Structured interviews were held with three chiefs of police, three captains and an FBI Academy section chief in charge of the academic program at the FBI National Academy, and a specialist in futures studies who is an instructor at the F.B.I. Academy (Appendixes C-D).

A general consensus of the group overwhelmingly identified effective communication skills, including reading comprehension and verbal and writing proficiencies, as crucial for police officers in today's society. Additionally, interpersonal and problem-solving skills, computer literacy, and a level of enculturation are also necessary. Respondents believed that technological applications would advance at a rapid pace, but police officers of the future will be required to have proficient skills to use them.

Respondents believed that screening instruments to best identify qualified applicants for law enforcement positions have already been developed. POST was identified as already having established such instruments that have successfully been implemented throughout California law enforcement.

The majority felt that current instruments are reliable and valid and would need little modification to identify persons best qualified for future law enforcement positions.

Overall, respondents felt that pre-academy training could be beneficial to those applicants with marginal or slightly less than satisfactory communication skills. Such skills as writing proficiency, verbal and some language skills could be developed through specialized training. Interpersonal and

computer skills could be offered along with enculturalization training. The majority agreed that reading and comprehension skills would be difficult to develop and would probably require intense, long-term training that could not be provided through special pre-academy training.

Although there was mixed response, most respondents believed that pre-academy training programs as a response to the law enforcement preparation problem should be examined. Programs identified and given most support were programs aimed at developing marginal communications and writing skills, computer literacy skills, enculturalization development, and interpersonal skills development.

Most interviewees believed that law enforcement officials could best assist in pre-academy training programs by serving as catalysts in their design and development. They indicated further that officials would have to become strong advocates of such training programs and to market their feasibility to their organizations. Officials would also have to assume an active role in monitoring and review of such programs to evaluate their effectiveness. Instruction in these types of pre-training academies would probably require professional educators because of specialization of skill development. However, officials could serve as counselors for students in the academy setting to lend professional direction and guidance.

All interviewees supported a form of pre-academy training as a viable alternative to prepare police officer applicants for future law enforcement positions. None supported the lowering of entry-level standards, however, one chief of police stated, "we do have a responsibility to prepare them for police officer positions." Another interviewee stated, "we have to work with educators to do a better job in preparing candidates." The majority of interviewees identified financing the pre-academy concept as their biggest concern.

Summary

The above data appear to support the idea that, as certain language skills have declined over the past few years, the demands of law enforcement in terms of these and other cognitive skills have been on the increase. It is further probable that these skill requirements of law enforcement officers are likely to increase over the next decade. Set against the U.S. Labor Department and other statistics that indicate that the pool of available law enforcement officers will decline in the coming decade, it would, therefore, appear important to make it possible to increase the percentage of successful applicants for law enforcement.

SECTION I

A FUTURES STUDY

What special pre-academy training programs will be required by the year 2001 in order to prepare applicants for entry in to law enforcement academies?

THE NEED FOR FUTURES RESEARCH

This study is an effort to develop a forecast of and response to the future pre-academy training needs of California law enforcement by the year 2001. It is a study that attempts to examine alternative strategies to meet those needs by developing a special job analysis and training program model that will help to prepare California law enforcement in providing the level of service required in the 21st century. Its foundation is based on formative research through review of numerous writings and reports addressing law enforcement training needs, trends, and emerging technology. This study may serve as a foundation for change toward the development of a preferable future state for California law enforcement.

Though the issue of recruitment per se will become increasingly important for California law enforcement in the next ten years, recruitment is not the subject of this study. This study was designed to examine issues having to do with identifying educable applicants who have already been recruited and providing assistance to those who are not, on admission, educable.

Data sited in the introduction indicate that (a) law enforcement has experienced in the recent past an increase in the sophistication required of the entry-level patrol officer, and (b) that the cognitive skills surrounding different phases of communication appear to be on the decrease. These data would seem to indicate that two additional steps may be required between recruitment and training. The first involves the use of existing tests to identify applicants who lack the necessary skills to benefit from academy training. The second involves the development of special pre-academy training programs in communication and language to provide applicants with the skills they lack at the time of admission to police academies. These will be referred to below and throughout this document as "special pre-academy training programs."

In order to provide the issue a timeline so that the study can be a contemporary catalyst for future implementation, the issue was phrased as follows: What special pre-academy training programs will be required by the year 2001 in order to prepare applicants for entry into law enforcement training academies by the year 2001?

In order to focus and better define the main issue, four subissues were selected after literature scanning, interviews, and a group process. The four subissues are:

1. How can law enforcement officials assist in identifying the special requirements of entry-level law enforcement personnel by the year 2001?
2. How can pre-academy training designed to provide candidates lacking these requirements with the requisite skills be developed?
3. How can law enforcement work with public education at the junior high school and high school level to prepare potential candidates for law enforcement?
4. How can the above-described programs be financed?

Methodology

In futures research, a method is used to describe and evaluate alternate images of the future. There is no available method of precisely predicting the future, but it is possible to forecast future potential events, as well as develop strategies to deal effectively with these events. Appropriate planning can then be done so that agencies can prepare proactively for the future predicted as such.

Two methods were employed. The first method was the scanning process that was described in the Introduction. The second method involves the Nominal Group Technique, and the development of identifiable current trends and predictable future events that may impact those trends.

Nominal Group Technique

Seven expert panel members were selected to participate in a Nominal Group Technique process to develop a futures wheel around the broad topic of future pre-academy training for law enforcement applicants (Appendix E). The intent is to show the many ideas or concerns that can be involved with the central theme. This device was used to narrow down and focus the issue and to help refine the subissue.

Nominal Group Panel

The seven individuals selected came from a cross-section of law enforcement disciplines, yet having expertise in topic-related areas.

- A chief of police from a mid size police department
- Two middle managers from large police departments
- A police academy administrator
- Two supervisors who are instructors at local police academies
- A professor of criminal justice from California State University at Northridge

These individuals were brought together in order to formulate a list of emerging trends, events, and technologies which would impact the area of future special pre-academy training for police recruits. The process was used to examine all identified trends and events from sociological, technological, environmental, economical, and political perspectives (Appendices F and G).

Prior to the meeting, each panelist was sent an information packet. The packet contained an explanation of the process of identifying future trends and events, a meeting agenda, and background information on the study's future issue.

A briefing was conducted at the beginning of the process and the six steps used in a nominal group technique were presented to the group:

1. Individual generation of ideas in writing
2. Round-robin sharing and recording of ideas
3. Serial discussion for clarification
4. Preliminary vote on items
5. Discussion of preliminary vote
6. Final vote/trends and events

From the list of 25 trend generated by the NGT process, the group ultimately selected five trends which they identified as having the greatest significance to the issue. Each of the candidate trends were discussed and then rated by secret ballot. The results of the first vote were discussed, and a second, final vote was taken which resulted in the group coming to a consensus of the final five trends:

Selected Trends

1. Change in level of communication skill needed by entry-level police officers
2. Change in levels of technical training in police academies
3. Change in public expectation of the role of law enforcement
4. Change in level of public funding
5. Change in public expectations regarding inclusion of officers from ethnically diverse backgrounds

Evaluation of Trends Response Data

Using a rating scale of 100 for today's assumed value of each trend, the NGT panel forecasted each trend estimate of five and ten years with both a "will be," (nominal) and "should be" (normative) estimate. (See Appendix H for Trend Evaluation Table.) Appendix H depicts the results of the panel's final trend forecast using median values. The panel's full ranges and graphs of these trend/event levels are contained in Appendices I through N (Trends and Events).

TREND 1 - CHANGE IN LEVEL OF LITERACY NEEDED BY ENTRY-LEVEL POLICE OFFICERS

One of the assumptions made prior to the structured group process was that the skills required of a police officer will continue to grow more complex and demanding in the future. Changing roles and expectations, and the need to use sophisticated information systems, will demand that police officers of the future possess strong communication, language, and problem-solving skills. The influence of "high-tech" equipment adopted by police agencies will require that officers be able to effectively utilize them. The panel concluded that the entry-level police officer will need a greater level of literacy over the next five to 10 years. It is interesting to note that the "should-be" 10-year median value is 160, while the "will-be" median value for the same time period is 140. The panel believed that the communication and literacy skills level of future police officers will not be adequate enough for job requirements.

TREND 2 - CHANGE IN LEVELS OF TECHNOLOGICAL TRAINING IN POLICE ACADEMIES

This trend was defined as the level of need for special police academy training in the use of information systems, electronic surveillance, and tracking equipment. This trend is forecasted to reflect a steady increase. The panel felt that development and implementation of these technological devices by law enforcement would mandate academy training in their use.

While the range of the panel varied for this trend (100-180 at 10 years), the median values for five and 10 years reflect a definite increase in law enforcement technological training both in the academy and the intra-organizational setting. Two panel members felt that the individual police agency itself would conduct more intensive technical training than would the academy. This was based upon their assumption that medium-to-large agencies would possess more sophisticated equipment and training knowledge than would police academies.

TREND 3 - CHANGE IN PUBLIC EXPECTATIONS OF THE ROLE OF LAW ENFORCEMENT

This is the overall level of community expectation regarding the role and function of law enforcement. The panel forecast this trend as a steady increase in the expectation level of services to be provided by law enforcement in the five- and 10-year periods. As forecasted, the "will-be" median values for these periods are 125 and 140. This reflects a sharp contrast in the panel's "should-be" forecast of 115 and 125 for the same timeliness. The consensus of the panel held that public expectations of the type of services demanded and those that could actually be delivered would continue to be a sensitive public issue.

TREND 4 - CHANGE IN LEVEL OF PUBLIC FUNDING

In most governmental programs, available funding has a direct impact on the approval and ultimate success of program implementation. This trend relates to the future levels of tax-generated revenue for city, county, and state government. The panel forecast continued diminishing fiscal resources for governments over the next 10 years. This is based upon a panel assumption that revenues associated with the state tax base would not keep pace with the population of "tax users"--homeless, jobless, welfare recipients--over the next 10 years. As a result, the panel's "will-be" median value is 130 at 10 years. The panel believed this trend would mean less available funding for governmental programs seen as non-essential.

TREND 5 - CHANGE IN PUBLIC EXPECTATIONS REGARDING INCLUSION OF OFFICERS FROM ETHNICALLY DIVERSE BACKGROUNDS

This trend was ranked as being 15% less important five years ago than today, with a range of estimates provided for the years 1996 and 2001. The median value for the "will-be" ranges were established at 125 for 1996, and 150 for 2001. It was the opinion of the panel that, although most law enforcement agencies have recruited and are currently aggressively recruiting a mix of minority officers to reflect the cultural diversity of their communities, the forecast increase in minority population will create even higher expectations to do so. It was interesting to note that the panel identified this trend as relating to the expectation of more minorities being placed in command and chiefs of police positions.

The panel's "should-be" median values were 110 for 1996, and 120 for 2001. It was their belief, although there would be a significant increase in minority population from which to recruit applicants, that literacy, especially reading comprehension and language skill requirements of the job, would disqualify a large segment of the target population.

EVALUATION OF EVENT RESPONSE DATA

Using the NGT process, the panel developed 25 candidate events that were believed to impact the forecast trends or study issue. After discussion by the panel, five events were selected based on their relevance, impact, and probability of occurrence:

1. Computer literacy required of police academy graduates
2. Voice-activated computers for report writing developed
3. POST mandates increase in length of academy training
4. California requires literacy test for high school graduation
5. Law enforcement applicants required to read at twelfth-grade level

The panel rated each event on the year that the probability of the event would first exceed zero and the percent of probability of occurrence five and ten years from now. Positive and negative impact on the issue were also rated using a scale of 0 to 10. (See Appendix O for NGT panel's medians for forecast events.)

EVENT 1 - COMPUTER LITERACY REQUIRED FOR POLICE ACADEMY GRADUATES

The median year that this event could first occur was 1994. This arises from the fact that new technology and specialized equipment continues to be introduced into police work. As a result, the panel felt strongly that a form of computer literacy would soon be taught in basic police academies. Further, the panel felt there would be an 80% probability within five years, and 100% probability within 10 years, that computer literacy standards and training would be mandated as part of all police academy curriculums. The median positive effect of this event was 8, the negative 0. The range for the positive effect was 9 to 6 and the negative was 0. Should it occur, this event is perceived as having a significantly positive impact on the issue. Feedback from the panel indicated that as the role of the police officer changed relative to the use of technology, so would the need to develop computer literacy skills of future police officers. The panel identified police academies as being most effective in developing these skills.

EVENT 2 - VOICE-ACTIVATED COMPUTERS FOR REPORT WRITING

1993 was the median year identified for first possibility of occurring. It is true that this technology currently exists. However, it has not been developed with any degree of applicable use for law enforcement. Not surprisingly, the probability for the next five and 10 years was set at 70 and 100 by the panel. If it were to occur, the overall impact of this event on the issue was viewed as significantly positive. It was the contention of the panel that voice-activated computers for police report writing would be an immensely valuable tool, particularly if it were programmed to interpret and translate foreign language in English. Identified by the panel was the need for the police officer to be able to properly edit language transmitted into the computer for transcription. The panel held that although the officer could utilize such a valuable tool, it would still require that he/she possess proficient language and related comprehension skills.

EVENT 3 - POST MANDATES INCREASE IN LENGTH OF ACADEMY TRAINING

The panel forecast a 50% probability within five years and a 70% probability within 10 years that POST would mandate an increase in the length of academy training (total hours) to coincide with the need for development of computer/high-tech equipment skills. It was held that basic academies have already attempted to maximize required course curriculum in minimal lengths of time. Furthermore, as the role of the police officer expands to meet the criminal and social challenges of the future, even more training will be required. The panel felt strongly that the impact of this event would

require additional training in the police academy in such areas as communications skills, interpersonal communications, computer/high-tech equipment usage skills, cultural awareness education, and use of force.

The overall positive impact of 8, negative impact of 2, indicated this event, should it occur, would have a significant influence on the issue.

EVENT 4 - CALIFORNIA REQUIRES LITERACY TEST FOR HIGH SCHOOL GRADUATION

With the national focus on the issue of literacy among high school students and identified deficiencies in overall reading and comprehension levels, the panel felt that educational institutions would be pressured to respond. The consensus of the panel believed that a form of literacy testing would be required of all high school students prior to graduation. This would be an attempt to ensure the development of basic literacy skills and competency in preparation for college or job market entry processes. This event has a probability of 70% of occurring within five years and 90% within 10 years. If it were to occur, this event would have a positive impact on the issue: positive impact of 8, negative impact of 2.

EVENT 5 - LAW ENFORCEMENT APPLICANTS REQUIRED TO READ AT A TWELFTH-GRADE LEVEL

The NGT panel forecast a probability of 50% within five years and a 70% probability within 10 years for this event. The panel felt strongly that the impact of this event would require significant changes in school reading development curriculum as well as reading proficiency requirements of police applicants. Again, the panel felt that as the role of the police officer expanded, so would the need to possess satisfactory literacy skills which include reading comprehension. Such a reading level would also be necessary to comprehend high-tech equipment manuals, interpretation of computer generated data, as well as the development of language skills required to properly prepare voice-activated computer reports. The overall impact of such an event on the issue if it were to occur was viewed as positive: positive impact of 7, negative impact of 3.

CROSS-IMPACT ANALYSIS

In the cross-impact analysis, the panel was asked to estimate how the trends and events related to each other--that is, how each event affects each other event, and how each event affects each trend in terms of increase or decrease of probability. (See Appendix P for data on cross-impact analysis.)

The effect of each of the five events on each of the events and trends previously discussed will be examined under appropriate headings below.

EVENT 1 - Computer Literacy Required of Police Academy Graduates

If computer literacy was required of all police academy graduates, it would have an impact upon the probability of allowing for the advanced use of voice-activated computers and other high-tech equipment in police departments (E2), as well as making it necessary to increase the length of POST mandated training (E3). This event would also increase the likelihood that California high schools develop literacy skills tests for students prior to graduation (E4), as well as establishing higher reading comprehension levels (E5). The panel believed that not only would law enforcement require higher literacy skills, but so would the majority of professions and vocations utilizing high-tech equipment.

Trends 1, 2, and 4 all show increased levels. With the advent of the increase in high-tech equipment use in law enforcement, the expectation to effectively communicate with a culturally diverse society, the need to develop enhanced problem-solving methods to deal with critical and adverse incidents, comes the need for a satisfactory literacy level needed by an entry-level police officer. This trend (T2) will also drive the level of technical training in police academies that will be required to develop computer and other high-tech equipment use skills. The need for additional public funding (T4) would also be impacted by computer literacy required of police academy graduates (E1) as costs would increase with level of increased training.

EVENT 2 - Voice-Activated Computers for Report Writing Developed

If this event were to occur, it would have a significant positive impact on four events and two trends. All events were identified as having an increased probability of occurrence. Again, along with the use of voice-activated computers will come the need for computer literacy requirements (E1), in addition to specific technical training in police academy curriculum (T2).

EVENT 3 - POST Mandates an Increase in Police Academy Training

With respect to events 1 and 2, it is likely that this event has a high probability of occurrence. Public expectations of law enforcement (T3) also influence this trend, as officer training becomes important not only in computer literacy and high-tech equipment use, but also in awareness of cultural diversity and environmental issues as they become more prominent. Public funding (T4) is also impacted as increased fiscal resources must be secured to increase length of training academy.

EVENT 4 - California Requires Literacy Test for High School Graduation

This event totalled the highest number of impacted (positive) events and trends: 9. The requirement for testing standards aimed at improving overall literacy levels among high school students would have a positive impact toward establishing computer literacy skills in academy recruits. Level of literacy needed by entry-level police officers (T1) would be positively impacted, as it could be assumed that there would be a larger pool of qualified applicants from which to draw.

Public expectations of law enforcement (T3) is also impacted. This is based on the premise that, as the role of the police officer expands to deal with more complex issues, the level of literacy (reading comprehension, problem-solving, etc.) becomes even more important in successfully training officers to deal with such issues.

EVENT 5 - Law Enforcement Requires Twelfth-Grade Reading Level

According to the panel, law enforcement requiring a twelfth-grade reading level of applicants (E5) has an impact of increasing the probability of four events and four trends. Most significantly, this trend impacts technical training in the police academy (T2) and level of literacy needed by an entry-level police officer (T1). Panel members concluded that, as more and more technology is introduced into law enforcement, overall reading comprehension levels must also increase. Public expectations to include more officers from culturally diverse backgrounds (T5) is viewed as being impacted negatively. It was believed that, as law enforcement entry reading standards are increased, the number of successful minority applicants would decrease or that minority applicants would experience more difficulty in meeting the required standards. This was based on the assumption that minorities would continue to experience difficulty learning English, the language in which academy instruction is taught.

SCENARIOS

Three scenarios or possible futures will be presented based upon the analysis of trends and events discussed in this section. These scenarios are used in futures research to describe an envisioned future of what could be.

EXPLORATORY SCENARIO

(Nominal or most likely to occur)

The year is 2001, 12 years since the first POST symposium on recruitment was held. Chief Johnson vividly remembers attending the symposium that identified a number of recruitment issues that had been brought to the attention of law enforcement officials throughout the state. As a young police lieutenant in the Santa Dianza Police Department, he specifically recalls the report which concluded that California would experience a critical shortage of qualified law enforcement applicants in the 21st century if immediate steps were not taken to address the issue. Sitting in his office he glanced at his department's personnel roster that indicated a 15% vacancy rate. Although he viewed this with great concern, he was even more disturbed by the fact that the cultural diversity of his department failed to equally reflect that of the community of Santa Dianza. The city had expanded to include a base population of 50% Hispanic, 20% White, 15% Black, and 15% Asian. The Santa Dianza Police Department was comprised of 65% White, 25% Hispanic, 10% Black, and 5% Asian. The percentage of women officers rose during the past year to 23%.

It was during the early 90's that public education had come under severe criticism for falling short in preparing high school graduates to meet the needs of the future work force. Law enforcement, like most other work forces, required applicants who possessed satisfactory literacy skills, particularly in reading comprehension and oral language skills. The high school drop-out rate continued at over one million, while the average graduate of 2001 possesses an eighth-grade reading level.

Although high-tech equipment such as voice-activated computers had been successfully introduced to law enforcement, a void continued to exist in the reading comprehension skills in a significant level of police officer applicants. As a result, law enforcement continued to experience a severe problem recruiting qualified applicants at the beginning of the 21st century.

The budget crisis in all levels of government during the 1990's severely impacted law enforcement's ability to adequately develop and implement alternative training programs for candidates who would otherwise be qualified for police officer positions. Because of fiscal cutbacks, POST-accredited academies were forced to reduce the number of training hours by 10%. This proved to be critical, as training in such crucial areas as cultural awareness, use of force, and communications skills were cut back.

Although law enforcement continued to be influenced and driven by rapidly developing technology, such training could not be provided by police academies. Computer use and other technological training, as in the Santa Dianza Police Department, had become the responsibility of each individual police department.

The 90's saw a dramatic increase in minority population, particularly from Hispanic and Pacific rim countries. With the population growth came an increase in minority political empowerment that established a change in law enforcement expectations. Relative to those expectations was one that law enforcement hire an equitable number of minorities to reflect the composition of the community. Chief Johnson and his staff continued to make recruitment a top priority but, as other agencies had long experienced, it continued to be a major problem to find qualified candidates from any background. Competing for qualified candidates with other professions as well as with other law enforcement agencies was costly and less than effective.

The strides that law enforcement had made in the 70's and 80's have certainly fallen short of late 20th century expectations. However, Chief Johnson sees hope for a brighter future. Proposition 999 has qualified for the ballot next June and is backed by all political parties, the governor, and virtually every special interest group that was able to identify the crisis in law enforcement training and related ability to provide quality service to the communities. If passed, over one billion dollars will be made available for criminal justice training and for the development of alternative pre-academy training programs. A completely integrated academy training curriculum to include 150 hours of computer use, advanced technology applications, communications and interpersonal skills development, and cultural awareness can finally be implemented.

HYPOTHETICAL SCENARIO

"What If" (Worst Case)

The year is 2001. The population of California has reached an estimated 30 million: 40% Hispanic, 30% White, 15% Black, and 15% Asian. The state is paralyzed by crime and a myriad of other social and economic problems. The recession that was first experienced in the early 90's has continued. Public education continues to receive over 60% of the state's annual budget revenues but has failed to successfully make any significant impact on declining literacy levels.

Chief Johnson of the Santa Dianza Police Department is faced with the monumental task of filling existent vacancies within his department from a diminishing pool of qualified police applicants. Because the state of education has done little since the 70's to mandate basic graduation proficiency requirements, the labor pool from which to recruit qualified applicants has continued to decline during the 90's. Those that are qualified seek positions in the private sector where the pay and benefit packages are more lucrative. Chief Johnson, as most other police chiefs and county sheriffs, faces escalating pressure from special interest groups to provide special technical services. In addition to the escalating incidents of crime, law enforcement of the 21st century must respond to environmental and computer-based crimes as well.

Although law enforcement has been able to procure some technologically advanced systems to deal with these special types of crimes, a considerable amount of time and money is spent training officers at the local level in their use. Because of law enforcement's continuing problem of recruiting qualified applicants, especially minority applicants, it has become necessary to lower literacy skill levels. As a result, reading comprehension levels have declined drastically among students in police training academies. A significant number of recruits have to be "recycled" and retrained in order to render them competent to be sworn officers. Because academies have reduced the number of technical skills training hours by 70%, and the use of computer training has not been increased since the early 90's, most advanced technological training must be delivered by a recruit's individual department.

Chief Johnson reflected on these issues as he prepared to address the city council regarding the problems in his department. Proposition 110, which would have funded an extensive academy curriculum to include high-tech training, computer skills development, cultural diversity awareness, and language skills development, failed in the election of 1993. It would also have funded special programs to prepare aspiring law enforcement applicants to meet required literacy requirements.

The chief knew that, even without the bill's funding source, law enforcement could have acted independently to influence education officials to develop vocational and other special educational programs. Programs emphasizing the literacy needs of future law enforcement could have been developed in partnership with education to ensure an adequate level of police applicants for its future. Although Chief Johnson identified this opportunity several years before, he was unable to

influence the California Chiefs Association to act on his plan. California law enforcement found itself in a position where it could only become reactionary to its many problems.

Police work changed significantly entering the first decade of the 21st century. Law enforcement has been neither been able to keep up with the criminals' technological advances, nor to respond pro-actively to the many challenges of the new century.

NORMATIVE SCENARIO (Desired and Attainable)

HEADLINES

"Police Obtain Funding for High-Tech Training"

"Police Adopt Higher Literacy Skills Levels for Applicants"

"State Requires Computer Literacy for Police"

"Police Develop Special Training Programs for Applicants Who
Fail to Meet Minimum Literacy Skills Level"

The adoption of recommendations made in the POST Symposium on recruitment in 1989 served as the catalyst for future studies and recommendations in police recruitment and training development. Because of high school proficiency testing and an increase in overall reading comprehension skills, law enforcement was able to selectively recruit from a pool of qualified applicants.

Additionally, special programs were developed by law enforcement to prepare applicants who were deficient in the above skills but otherwise would be qualified police officer candidates. These special programs were designed with the assistance of educational institutions and by establishing partnerships in preparing high school and college level students for careers in law enforcement. The special programs were aimed at developing satisfactory literacy skill levels to meet the needs of law enforcement in the 21st century.

The year is 2001 and every police academy in California has been mandated to develop computer literacy requirements for police recruits. Additional training in technological systems applications, cultural diversity awareness, and language skills development has also been included in the extended length of academy training. Enhanced academy training is the result of the passage of Proposition 110 in 1995, a bond issue to fund special law enforcement training and development programs, recruitment, and technological training.

One such program was the California Law Enforcement Special Needs Training and Development Program, which was introduced in 1994. This program, which was the brainchild of the California Chiefs Association, was supported by POST, the state legislature, public education institutions, and numerous minority advocacy groups.

The Special Needs Development program was overseen by POST in established training sites at four separate regions throughout the state. The goal of the program was to focus on police applicants who would otherwise be qualified for entry into police academies, but who lacked the necessary literacy skills required for the position. An intense curriculum was offered to pre-recruits that included reading comprehension as well as verbal, language, and computer skills development. Instruction for the program was held at four community college campuses (regional sites), and instruction was provided by college-level instructors who designed program content to meet the literacy level required of a regular entry-level police officer candidate.

The length of the course was between six months and one year, depending upon individual student proficiency. Upon successfully completing the course curriculum, the pre-recruit was offered the opportunity to re-take the standard police academy entrance exam.

The results of this Special Needs Training program showed that it could successfully prepare approximately 2,500 recruits for entry into various police academies per year, the large majority of which were from culturally diverse backgrounds. Although the program alone did not satisfy all recruitment needs to fill the 60,000 police officer vacancies in California by the year 2001, it was seen as taking a significant step toward accomplishing this objective.

As a result of programs which were successful in developing reading comprehension and language skills among marginally qualified applicants, police departments were able to recruit the number of minorities needed to reflect the racial composition of their communities. More importantly, law enforcement was able to successfully respond to increased societal demands and expectations in carrying out its function. With an adequately trained and literate work force, skilled in the use of computer and technological equipment, as well as possessing efficient language and interpersonal skills, law enforcement was able to keep pace with its rapidly changing environment. The planning, networking, and emphasis on the development of special pre-academy training programs of the early 1990's has paid off.

SECTION II STRATEGIC MANAGEMENT

A STRATEGIC PLAN FOR THE CALIFORNIA LAW ENFORCEMENT TRAINING COMMUNITY TO DEVELOP AND IMPLEMENT SPECIAL PRE-ACADEMY TRAINING PROGRAMS

INTRODUCTION

The strategic plan is designed to bring about the future state based on Scenario 3, in which the goal the goal is "Desired and Attainable." This scenario involves the development of special pre-academy training programs to prepare applicants to successfully complete regular training academy curriculum.

Since the data in the Cross-Impact analysis indicated that language and literacy skills training is crucial to the issue, the strategic plan will use these standards and related training as its central focus.

CONTEXT OF THE STRATEGIC MANAGEMENT PLAN

The context of this strategic management plan is the actual California police academy community--its environment, organizations, and facilities. There are 34 entry-level police academies in the state, many of which are part of the community college system. A few are administered by sheriffs' departments or large municipal police departments. Under the standards of training established by POST, all academy students are taught through performance-based, basic law enforcement training programs. Emphasis is placed on learning and demonstrations of proficiency in the skills, knowledge, and abilities required.

MISSION STATEMENT

A mission statement provides purpose and direction for an organization. It also specifies the level at which the mission may be considered to have been successful. It is important that the relationship between the mission statement and the program be clear.

Macro Mission Statement

To provide California law enforcement with applicants capable, at the conclusion of training, of providing the highest quality of police service.

Micro Mission Statement

To provide California Law Enforcement with a model policy to aid in the recruitment of applicants possessing the language usage and literacy skills necessary to develop maximum standards and training proficiency to ensure:

- That law enforcement organizations maintain language usage and literacy capacities which will enable them to make transitions within changing technological environments
- To provide California law enforcement with a model program aimed at developing a qualified applicant pool from which to recruit

SITUATIONAL ANALYSIS

A critical preliminary process in strategic planning is a situational analysis or assessment of the environment in which the issue question will occur.

A common situation analysis technique is called the WOTS-UP model (Weakness, Opportunities, Threats, Underlying Planning) Another process, Strategic Assumption Surfacing Technique (SAST), will be used to identify the key stakeholder and analyze the assumptions and importance to the issue.

WOTS-UP ANALYSIS

The objective of the WOTS-UP analysis is to identify and analyze external factors for their impact on the organization's ability to respond to the strategic issue. This analysis is done in terms of threats to the organization or opportunities the organization can seize and use advantageously. The same analysis is applied to the internal factors of an organization to the issues on its strengths and weaknesses.

A group of six police managers, all of whom are currently involved as police academy instructors, participated in the WOTS-UP analysis. By examining internal and external environmental factors, they were able to make an analysis of possible weaknesses, opportunities, threats, and strengths upon the issues based on Scenario 3.

For the purposes of this study, the California law enforcement training community is defined as the organization that includes POST, the POST Commission, California Chiefs of Police, California State Sheriffs' Association, and Sheriffs, California Association of Police Training Officers, PORAC, College Chancellor's Office, the faculty, and instruction within the law enforcement academy setting.

Threats

As social and environmental issues continue to be the focus of public scrutiny, support for special law enforcement training and development programs may be minimal. The trend of the public's demand for continued increased service levels, while resisting additional payment for such services, will surely have a negative impact on any special training program development.

Other state agencies such as Social Services, Housing and Community Development, Youth Authority, Health Services, and Transportation departments, could exert significant pressure on state funding sources to receive similar fiscal support for their own special program needs. As a result, all state funding for program development could be suspended due to limited budget appropriations.

Opportunities

Law enforcement can seize the opportunity to work in partnership with educational institutions in mapping out a curriculum of skills and abilities that will be needed by entry-level police officers. Through high school vocational and college pre-academy training, law enforcement can begin to prepare special training needs programs for the projected shortfall of qualified applicants from which to recruit in the coming decade.

Due to continued public demand for law enforcement to respond to escalating crime and social issues, better qualified and trained officers will be needed. By seizing the opportunity to educate the public for the need of special training programs that would ensure the hiring of adequately trained officers, law enforcement could develop an advocacy group to help foster support.

Certain cost-sharing partnerships with education and private sector institutions could be pursued as a means to provide special law enforcement training programs. The issue of higher education, specifically programs that prepare young adults for entry into the future work force, has been the focus of major emphasis. By seeking private sector support and sharing training costs with education (high schools and colleges), it would be possible for the three entities to share in the successful outcomes of such programs.

Weaknesses

Central to any special needs training are funding resources. The additional costs associated with providing additional law enforcement training programs may be prohibitive to some organizations, especially during times of projected fiscal restraint.

The fact that law enforcement organizations are, by their nature, conservative and resistant to change, may prove to be a weakness. Special pre-academy training programs designed to prepare law enforcement applicants for entry into the regular academy setting could be perceived as an attempt to lower minimum hiring standards. This means that any plan to develop pre-academy training programs would likely create initial resistance from Chiefs of Police and Sheriffs and their organizations.

The bureaucracy involved could significantly hinder timely planning, development, and implementation of any special pre-academy training program. Lacking immediate results and a significant number of candidates qualified to enter regular academy training programs, some Chiefs of Police and Sheriffs might be reluctant to support the program.

Strengths

The California law enforcement academy community provides required entry-level training. It has traditionally demonstrated the ability to structure training to adequately prepare recruits to function in their roles as police officers.

The members of the training community have traditionally enjoyed positive working relationships with one another as well as the state legislature (Judicial Council), the governor, and with educational institutions. This is considered an essential strength necessary in development and implementation of pre-academy training programs.

Law enforcement organizations have realized the future implications of growing ethnic populations, a shrinking labor pool, increased competition for quality personnel, and their impact on future police training needs. Special pre-academy training programs would enable law enforcement to respond to these issues.

ORGANIZATIONAL CAPABILITIES ANALYSIS

The next process is an assessment of the internal organizational capabilities of the California law enforcement training community. The six member panel provided an analysis of the organization in addressing change as demonstrated in Scenario 3. This was made to review the organization's capability and resources for change.

The training community is considered to be progressive in developing training curriculums to enhance the learning process. It has demonstrated an awareness of identifying rapidly changing technologies and made great efforts to influence significant change in law enforcement organizations to prepare and respond to such change.

The law enforcement training community has traditionally been adequately funded to provide training to law enforcement to meet both general and specific needs. This has resulted in training standardization that ensures consistency throughout the law enforcement profession.

The training community is known for being progressive and innovative. Special training needs and programs have long been a hallmark of the organization. As a result, it has established a high level of statewide credibility. Inherent to the organization's capability of addressing change are funding sources. Although considered a strength, it could also become a weakness as funding for training becomes negatively impacted as a result of state budget deficits.

POST mandated training for police agencies has increased yearly and many agencies have found it difficult to meet both training obligations and daily deployment requirements. Although pre-academy training may be identified as a significant issue to address, law enforcement agencies are faced with contemporary problems to encounter. As a result, their support for funding to be diverted to special training and development programs may not be supported. They would probably

prefer to see POST's limited fiscal resources spent on other current training needs (e.g. drug enforcement, "white collar crime," officer safety, etc.).

There may also be the feeling that POST possesses more authority and influence than any one law enforcement agency, which may lead to conflict in negotiation or flexibility in special program design and implementation.

Resistance to change is a weakness in the capability of the community to change. There are still many agencies, particularly large ones, who choose to "go at it alone." As with any bureaucracy, these entities must be convinced of the need for change.

Last, the implementation of any special needs training program, particularly one that is designed to improve entry-level standards of language and literacy deficient applicants, will be met with suspicion and resistance.

STAKEHOLDER ANALYSIS

The Strategic Assumption Surfacing Technique (SAST) is a process used to identify those groups in the environment who will be affected by the suggested change--the stakeholder. These are people or groups who are impacted by the actions of the organization vis a vis the issue, are able to have an impact on the organization, or are concerned about the chosen issue or the organization.

The underlying principles of SAST are that the organization is impacted by both internal and external influences, that organization policies have implications elsewhere, and that persons outside the organization can have an impact, positive or negative, on policy formulation and implementation.

For the current study, below is a list of those individuals who might be affected or who might attempt to influence law enforcement's response to the issue of special pre-academy training programs. This group also had some "snaildarters," non-obvious stakeholders who must be taken into consideration because they might cause serious problems with the implementation of the program or change.

A total of 18 stakeholders are listed as having the greatest significance and impact on the issue. "Snaildarters" are identified with an asterisk (*).

1. The Judicial Council of the legislature
2. Police Chiefs/Sheriffs
3. Voting public
4. Minority community
5. Police/Sheriff Command Staff
6. POST Commission
7. Labor pool
8. Private enterprise
9. Police unions/associations
- * 10. Educational institutions
- * 11. Governor
12. Taxpayer associations
13. Private training firms
14. Police officer academy coordinators
- * 15. Police academy instructors
16. City Council
17. City Manager
18. Board of Supervisors

A discussion of the most significant stakeholders and their assumptions about the issue follows:

1. Legislature Judicial Council- Mixed, but generally supportive
 - A. Receptive to public demand for better police services
 - B. Will have funding authority
 - C. Will seek to expand authority to review police practices within the state
 - D. Will increase bureaucracy to monitor results of special needs programs

2. California Chiefs/Sheriffs- Supportive
 - A. Positive working relationship with POST
 - B. Positive relationship with legislature
 - C. Will have influence with governor
 - D. Will seek opportunity to improve racial make-up of police organization
 - E. Will support if funds are available

3. Voting public - Generally supportive
 - A. Supportive of better police services through enhanced training

4. Minority community - Very supportive
 - A. View strategy as opportunity for inclusion into profession
 - B. May want to participate in strategy development

5. Police/Sheriff Command Staff - Mixed, but generally supportive
 - A. Identify need for alternative recruitment programs
 - B. Must be actively involved to ensure success
 - C. May view strategy as attempt to lower standards
 - D. Will support strategy if funds are available
 - E. Close working relationship with POST

6. POST Commission - Supportive
 - A. History of trying new programs
 - B. Set minimum standards
 - C. Play important leadership role
 - D. Catalyst for strategy

7. Labor pool - Supportive
 - A. Will seek opportunity provided strategy

8. Private enterprise - Supportive
 - A. View need for strategy
 - B. Expansion of customer market (instruction/technology)

9. Police Associations - Mixed, but supportive
 - A. View strategy as means to increase number of police officers to fill existing vacancies
 - B. Influential group on local and statewide politics

10. Educational institutions - Snaildarter
 - A. Will see private training firms as competition
 - B. May be resistant to new curriculum if funding is not provided
 - C. May want to assume leadership role
 - D. May not want to focus resources to provide training for a single profession (law enforcement)
 - E. May view strategy as opportunity for expansion

11. Governor - Supportive or Snaildarter
 - A. Politically wise to support law and order
 - B. Controls final budget allocations
 - C. Depending on social program priorities may have hidden agenda
 - D. Could veto any special needs program if not politically advantageous

12. Taxpayer associations - Mixed
 - A. Will support strategy if no extra cost is involved and with expectation of increased services
 - B. Concerned about all revenue perspectives
 - C. May want elaborate cost benefit analysis
 - D. Want overall increased government effectiveness
 - E. "No new tax" philosophy

13. Private training firms - Supportive
 - A. Source of profit
 - B. May have better expertise in some areas

14. Police officer academy coordinators - Mixed
 - A. Job expansion/security
 - B. Some resistance to change
 - C. Experience/ideas on how to make it work
 - D. Liaison with community colleges

15. Academy instructors - Snaildarter to opposed
 - A. Will resist private vendor instructors
 - B. May not have expertise to teach literacy skills

16. City Council - Supportive
 - A. Will view emphasis on training as a positive step to include more minority attraction to law enforcement careers

17. City Manager - Mixed
 - A. Identifies opportunity to include more minorities in organization
 - B. Concerned about increased costs of training that city may have to fund

18. Board of Supervisors - Supportive
 - A. Supportive of concept as a means for more minority inclusion in organization
 - B. Will pass on costs associated with training to local government

MAPPING OF STAKEHOLDER AND THEIR ASSUMPTIONS

The SAST map (Appendix Q) shows the relative position of each stakeholder in relation to their importance to the issue and how certain or uncertain their assigned assumptions are.

Many of the stakeholders and their assumptions fall into the most important/most certain section of the SAST map. POST, the public, California Chiefs and Sheriffs Associations, the Legislature, and other law enforcement stakeholders must be considered as essential in developing policies and strategies that may affect such a large group. Stakeholder in the least important/least certain quadrant are also important as they may require more attention to influence their support of the strategy.

MODIFIED POLICY DELPHI

A Modified Policy Delphi (MPD) was the process selected to generate a number of policy alternatives which could be effective elements of the strategic plan. A modified Delphi task force consisting of six police managers (Appendix R) was presented with the macro and micro missions statements on which to base their plans to address the issue. Each member, in turn, offered a policy or strategy suggestion for the accomplishment of the mission. Instructions were to try to make each suggestion different from prior ones and to comment on these with respect to desirability and feasibility. In all, a total of 10 policy alternatives were identified and placed in rank order by individual members of the group. As with Trends and Events, these were ranked for the second round using the median rank for each of the alternatives. In the second round, the panel was provided with the policies and procedures generated in rank order and were asked to select the best five alternatives.

RECOMMENDED POLICIES

The panel indicated the pros and cons of each selected alternative as follows:

1. ESTABLISHMENT OF A SPECIAL NEEDS PROGRAM REVIEW COMMITTEE:

POST to establish a committee to include representatives from police and sheriff agencies as well as state and local government human resource managers to study and evaluate current police officer entry-level standards. The committee will also review the need for special entry-level training relative to written and language skills requirements.

PROs: POST has proven leadership capability in establishing standards and entry level requirement. Educational institutions see a coordinated effort through centralized responsibility for the program. POST can provide an ongoing planning and review process and can create a fellowship program to study the issue. A review committee encourages statewide participation and input from entities outside law enforcement.

CONS: On the adverse side, smaller agency representation may be limited. Additionally, the cost of convening and study may be prohibitive, requiring considerable time and commitment.

2. INCLUSION OF CALIFORNIA CHIEFS OF POLICE/SHERIFFS:

California Chiefs of Police/Sheriffs should support an effort to study entry-level requirements and feasibility of special needs programs to prepare applicants for law enforcement positions. Chiefs/Sheriffs should seize opportunity to play a pro-active role in making a significant contribution in formulation of strategy.

PROs: Places emphasis on current and future pre-academy training needs. The timing is right to increase public awareness and to review current entry level requirements. This could also influence

change in entry level requirements if recommended by Chiefs/Sheriffs and cause public to view issue as one that must be addressed as a joint effort.

CONs: Conversely, the Chiefs/Sheriffs' Association may not represent all views of membership and who could be resistant to any recommended change. This group could also view any policy as an attempt to lower entry-level requirements.

3. POST-CERTIFIED PRE-ACADEMY LANGUAGE AND LITERACY SKILLS TRAINING PROGRAM:

POST should formulate pre-academy training courses (six months to one year in length) in conjunction with local community college criminal justice programs. The special needs program would prepare applicants, who would otherwise be qualified for law enforcement positions, for entry into the police academy. The focus of the training would be to develop an applicant's literacy skills--written communication, language, and basic computer skills--in order to increase level of success in the regular academy.

PROs: The formulation of this policy should increase the qualified applicant pool which would also increase numbers of minority officers to reflect the cultural diversity of the community. As a result, the policy is likely to gain support from culturally diverse communities, educational institutions, and government entities. The policy would also ensure that academy standards remain high as well as to maintain satisfactory entry-level standards. This promotes the strong possibility of funding at state level for the policy.

CONs: There may be difficulty in training pre-academy recruits possessing limited literacy skills. There may also be a perception of an attempt to "lower" standards by law enforcement rank and file. Training costs could become prohibitive and resistance from community colleges may be experienced over control of program.

4. HIGH SCHOOL LAW ENFORCEMENT VOCATIONAL PROGRAM:

Concentrate recruitment efforts on long-term solutions. Emphasize middle and high school vocational training programs. Enter into partnership with schools to encourage law enforcement as a career and to provide basic skills necessary for successful entry into the profession.

PROs: This policy attempts to capitalize on educational reform, particularly the need for high school vocational programs in law enforcement. It established a sound foundation upon which to build for future recruitment needs which would probably receive strong support from the public. It should provide high visibility for law enforcement and establishes it as a viable career among teens and young adults. The policy also serves as an alternative career path for women and minorities seeking a profession.

CONs: There could be a struggle for control of the course curriculum between skills developed and those needed by law enforcement. High school districts could offer vocational training in other-than-

law enforcement disciplines which could force competition for students. This policy is seen as a long-term solution to the existing lack of qualified applicants problem.

5. POLICE CORPS ACT TO COVER SPONSORSHIP OF PRE-ACADEMY RECRUIT:

The National Police Corps Act was enacted to provide educational assistance to students who desire to complete their college education in exchange for police service upon completion of their course of study. The act was also designed to assist law enforcement to recruit future career officers from a pool of qualified applicants.²⁰

PROs: This policy subsidizes costs to operate special pre-academy programs which enhances the qualified law enforcement applicant pool. It leads to establishing opportunities for meaningful community service in exchange for educational assistance. This policy causes the public to view the lack of qualified law enforcement applicants as a potential social issue which leads to increased awareness and support. It could set standards for higher education requirements and possibly educational grants for all of California law enforcement.

CONs: Federal government oversight could lead to fragmented control of special needs programs which might overlook regional concerns. Added is another level of bureaucracy in which the federal government may want a role in program design and implementation.

RECOMMENDED STRATEGIES

These five alternatives became the basis for further discussion to generate a final strategy. Given a clearer understanding of both stakeholder groups and the pros and cons of the recommended policies, it was possible to consider implementation of a strategic plan to bring about the desired change in creating a law enforcement recruitment special needs training program.

With these considerations in mind, the issue and subissue questions as a focus, the four-part strategy formulated by the MDT was a synthesis of the five strategy proposals.

1. ESTABLISHING A POST SPECIAL NEEDS PROGRAM REVIEW COMMITTEE:

POST or another law enforcement entity must begin to formulate a review of current entry-level literacy requirements and to finalize a study of the feasibility of special needs programs. Without this policy, California will continue to experience fragmented attempts at solving the recruitment problem. This policy will establish the impetus for statewide focus on the issue and will provide direction for problem resolution.

2. POST-CERTIFIED PRE-ACADEMY LANGUAGE AND LITERACY SKILLS TRAINING PROGRAM:

The timing is right for implementation of such a program. Based on research which includes responses from police training managers, chiefs of police, and educators, a skills development

program such as this would have a significant impact on the issue. With major support from these groups, law enforcement can gain control and be recognized for progressive solutions to existent problems.

3. HIGH SCHOOL LAW ENFORCEMENT VOCATIONAL PROGRAMS:

In conjunction with training programs at the college level, law enforcement should become involved in partnerships with middle and high school career development programs. These would be in the form of vocational training to emphasize knowledge and skills required for entry into law enforcement. As there are currently such models from which to study, law enforcement can capitalize on the trend to influence further development.

4. POLICE CORPS ACT SPONSORSHIP OF PRE-ACADEMY RECRUITS:

Efforts should be made to gain funding from the National Police Corps Act to sponsor recruits entering pre-academy training programs. Federal funding should offset operational costs that would make the programs cost-efficient.

PLAN DEVELOPMENT:

Given that law enforcement will be challenged to respond to the critical crime and social issues of the day, it is imperative that it develop its human resource capability toward that effort.

Assuming that the strategy has been given major stakeholder support, the pre-academy training model would be formulated by California Chiefs of police, overseen and monitored by POST, and delivered through a training consortium to include both POST and a local community college.

Funds for initial development for the program may come from a number of revenue sources: POST research funds, state funding through job training programs, educational grants, local agency funds, and financial support from the private sector.

The law enforcement training community led by POST has overall responsibility and strategic accountability for researching, planning, and implementing the pre-academy training curriculum. It must work in concert with community college officials who will deliver the training at selected regional sites. The training community must be accountable to the California Chiefs of Police and Sheriff to ensure continued communication regarding evaluation and progress of the program.

PLAN IMPLEMENTATION

Phase 1 - Gain Program Support (Timeline 0 to 1 year)

- POST at the direction of the California Chiefs of police, studies, evaluates, and makes recommendations regarding feasibility of pre-academy recruit training
- Discuss program needs at consortium meetings
- Assess current and future entry-level standards
- Develop report for presentation to California legislature soliciting support for program

Phase II - Committee Process (Timeline 1 to 2 years)

- Selection of members
- Review role of individual members
- Analysis of program content and measurement standards
- Analyze funding sources for training
- Input and recommendation from members regarding training model
- Community college/high school training sites identified

Phase III - Committee Recommendations Implementation (Timeline 3 years to Indefinite)

- Establish course curriculum
- Implement pre-academy program
- Solicit/select pre-academy recruits
- Evaluate, analyze, modify program
- Summary report to members

SECTION III

TRANSITION MANAGEMENT PLAN

INTRODUCTION

The desired future has been identified and described, and a strategic plan has been prepared with policies which will increase the likelihood of the normative state becoming a reality. It is now necessary to establish a structure to manage the transition from the present to the future. The success of this change process hinges on the ability of key stakeholders and organizations to manage this transitional state. To ensure the likelihood of a smooth transition, appropriate changes will be implemented in a planned manner with timely and appropriate feedback.

Because of the number of critical "players," the complexities, and the ambiguities which a project of this magnitude may present, it is important that the transition management plan remain flexible.

CRITICAL MASS ANALYSIS

During the Modified Policy Delphi (MPD) process, members were asked to identify key stakeholders who are affected or would most affect the implementation of the strategic plan. From the group of stakeholders listed in Section II, those most important to the issue and identified as the critical mass are:

- POST Executive Director
- Judicial Council of the State Legislature
- Chief of Police/Sheriff
- Academy Director
- Governor
- College Chancellor
- Police/Sheriff Management

COMMITMENT PLANNING

An important aspect of the transition plan is determining the position of each member of the critical mass. These various positions are identified as: "block it," "let it happen," "help it happen," and "make it happen."

After the current position is identified, a desired position is constructed in order to bring about the desired commitment or outcome in order to assure the program's success.

A commitment chart (Appendix S) has been developed based on the input from MPD members. This display allows the leaders in favor of change an opportunity to identify the key groups that need to be addressed in order to achieve success

POST EXECUTIVE DIRECTOR - The director will be a major factor in the implementation of this strategy and will assume the key leadership role. The director's support can be assumed to the extent that this strategy is seen as benefiting law enforcement recruitment efforts in both the short and long terms. The present level of commitment by the director is in the "help change happen" category. However, as there is no other organization readily available to assume a leadership role, the director will have to be moved to the "make change happen" category. In this role, the director is in the best position to act as a catalyst for change and can best influence chiefs of police, police academy coordinators, the legislature, and community colleges to move on the strategy. Strategy oversight, monitoring, evaluation, and reporting can be centralized with POST as it possesses the staff to lend support. Each of the outlined strategic policies require the full support of the director and, if not fully supported, the recommended strategy will fail.

JUDICIAL COUNCIL OF THE STATE LEGISLATURE - The Judicial Council is considered a critical mass actor because it controls funding for statewide programs. Without a funding source, the strategy can not be designed, let alone implemented. The Judicial Council's current perceived level of commitment is in the "let change happen" category. In order for the strategy to be successful, the Judicial Council must be moved to "help change happen."

CHIEF OF POLICE/SHERIFF - This person plays a crucial part in the development of the strategy and its support is essential throughout the scenario. The chief of police/sheriff must be committed to the strategy to influence other critical mass players to move to positions of support. It is assumed that if the chief/sheriff recognizes the strategy as a viable alternative to the issue, POST, the legislature, police academy coordinators, and the educational institutions would also share in the belief of the importance of the strategy. It is perceived that the chief/sheriff would be in a position to "let it happen." In order to ensure a better opportunity for success, this group must be moved to the "help change happen" category.

POLICE ACADEMY DIRECTOR - Although this critical mass player would be involved in review of the strategy at the beginning, the academy director plays a more critical role in ensuring its ultimate success. As a "hands-on" player in carrying out the strategy, the academy director must be influenced to move from the "let it happen" category to the "help change happen" category. Police academy directors must be made to realize that this strategy presents greater opportunities for curriculum expansion and possible funding in order to gain their commitment.

COLLEGE CHANCELLOR - Seen originally in the "block change" category, this group must be moved to the "let change happen" category. This will be accomplished by including this entity in the early stages of strategy development, especially curriculum design. They may view the strategy as an attempt by law enforcement to aggressively seize their role in literacy skills development. The strategy must be marketed as a partnership between law enforcement and education as an attempt to try new solutions for old problems.

GOVERNOR - The governor's position is seen in the "let change happen" category. His support is necessary as he not only can create funding sources for the strategy, but can act as a high profile advocate for it. Because of the support he receives from the Chiefs of police, he would be likely to endorse the strategy and ensure funding as long as it was successful. He could also capitalize on the uniqueness of the program, as it would serve all aspects of his constituency, especially the minority community.

SCHOOL BOARD - The school board maintains reservations regarding its position in the strategic plan. There may be resistance to expanded vocational instruction, particularly in the area of law enforcement. For these reasons the present position is categorized as "block change." The school board can be moved towards an improved posture of "help change happen," by early involvement in the planning process. The school board's support is essential in order to successfully develop and implement the vocational pre-academy training strategy.

MANAGEMENT STRUCTURE

In order to reduce feelings of uncertainty and ambiguity among the critical mass, a clear, concise management structure must be developed. In order to increase the opportunity for success and to stay within established timeliness, it will be necessary to determine who will manage the transition process and how they will manage it. As in the earlier scenario, POST is in the most advantageous position to assume the executive management role.

There needs to be serious consideration as to the purpose, interest, and direction of the program and the role each entity plays toward ensuring its ultimate success. It is essential that consistent communication and feedback be maintained between critical mass members. This is particularly important to maintain commitment and support for the program and to allow for any changes in the strategy that must take place. The transition management structure needs to be flexible and management components receptive to change.

Once the strategy is formulated, POST will need to appoint a project manager to initiate the actual strategy. This person must be given the necessary authority and support to oversee the change process and to make critical decisions regarding its development. The project manager will report to the executive manager of POST and prepare status and progress reports for review by critical mass.

As an additional responsibility, the project manager must market the strategy to maintain its high profile and visibility. This is important to ensure support from all important stakeholder, particularly those in a position to control funding sources.

RESPONSIBILITY CHARTING

Essential to a new program is the clarification and accountability of roles assigned to the critical mass. Every critical mass actor is analyzed to identify specific responsibility for decisions and actions that affect the change process. A management tool referred to as "RASI" determines the responsibility, approval, support, and information. The program of special literacy skills training creates different roles and responsibilities for many individuals and groups. These "actors" can be involved either directly or indirectly.

The labeling of their responsibilities are as follows:

- R = Responsibility to see that decisions are complete and occur.
- A = Approval of actions or decisions necessary.
- S = Support of actions or decisions is necessary, but approval is not necessary.
- I = Informed of actions or decisions.

(See Appendix T for Responsibility Chart.) This process can also be used to determine responsibility to complete a specific task. It provides an overview to clarify "actor" roles and assignments and the relationship of those assignments to one another.

Most of the critical tasks are under POST responsibility, while approval may be at the chiefs of police level, depending on issue. As depicted, no one critical mass "actor" is responsible for approving all tasks and decisions. The strategy is designed to include as many of the "actors" as possible in the task/decision-making process as possible, but yet not to hinder its development. This should encourage consensus building and gain continued support for the program.

PROGRAM MONITORING AND EVALUATION

In addition, it will be necessary to provide a process whereby the progress of the program can be monitored and problems identified and corrected. A formal system obtaining feedback, especially during the initial stages of program design and implementations, should be developed. An ongoing assessment serves as a method of quality assurance to ensure smooth functioning of the strategy. Those areas in need of alteration or correction can also be addressed. Without ongoing assessment of the plan, it could soon become dysfunctional and doomed for failure. Evaluation and tracking of pre-academy recruits, their progress and development, evaluation, and feedback by program coordinators are methods to determine program success.

CONCLUSION

The overall purpose of the paper was to address the issue of recruitment in California police departments over the next 10 years. The specific issue selected was that of preparing police officer applicants with marginal language, literacy, and other skills for entry into law enforcement training academies. This issue was selected because of the significant number of police applicants who fail the written and oral presentation tests, and the current and future problem regarding recruitment. An attempt was made to offer an alternative strategy to the dilemma identified as a lack of qualified candidates for the police officer position.

It has been recognized that California's greatest economic resource is its people. It is said that the secret of the state's success lies in the skills of its work force. California's economic survival will depend on our ability to produce a skilled and adaptable work force to fill crucial jobs in the next decade--perhaps none more crucial than that of a law enforcement officer.

Leaders in the law enforcement profession agree that students need to master a more rigorous set of competencies in language, reasoning, writing, computation, inter-personal skills, and computer literacy to prepare for police officer positions of the future. With these competencies as a base, workers will have to acquire and re-acquire new skills during their lifetime to remain employable in a rapidly changing world. Can the educational system meet today's demands and future needs? It is not an issue that law enforcement should or can challenge. Rather, what law enforcement can do is support educational reforms that will ensure adequate levels of skilled recruits for the future. Law enforcement can assume an important and integral leadership role by implementing a strategic plan that calls for partnerships with educational institutions. Through combined efforts, school course curriculum can be established to prepare young adults for careers in law enforcement. Limited high school vocational programs that offer law enforcement preparatory training have already been established.²¹ Law enforcement can influence a greater number of high schools to adopt such programs throughout the state. The model of pre-academy training for marginally skilled applicants is another viable alternative to meet recruitment needs. Four specific policies were generated to address the issue and subissues identified above.

Subissue No. 1 - Identification of Special Skills Required

The study determined the need for a Special Needs Program Review Committee to formulate a review of current entry-level requirements and to finalize a study of the special skills that will be required of police officers over the next ten years. This group was to contain representatives from law enforcement agencies as well as state and local government human resource managers to make these determinations. It was found that a group of experts experienced in current field conditions would be in a good position to make these determinations.

Subissue No. 2 - How Can a Training Program be Developed?

The Modified Policy Delphi group determined that pre-academy training programs should be developed from findings identified by the Special Needs Program Review Committee. It was felt that this team would contain a broad base of knowledge and expertise.

Professional educators would bring to bear expertise in the development of curriculum, instructional methodology and training aids; training managers would bring to the task their expertise in the practical aspects of instructing both law enforcement academy recruits and cadets in pre-academy training programs. Chiefs of police and sheriffs would be able to review the work of the first two groups as it applied to existing policies.

Subissue No. 3 - Pre-Service Education

It was determined that the assistance and cooperation of middle and high school career development specialists were needed to develop pre-service education. It was felt that, for those students aspiring to a law enforcement career, vocational education programs could be developed at the high school level that would prepare students for application to law enforcement agencies and police academies. This curriculum would include those pre-academy skills and expertise identified by the committee referred to under Subissues 1-3.

Subissue No. 4 - Financing of Subissues 1 - 3

The study determined that carrying out the provisions of the first three sub-issues would require additional funding. The solution identified was to attempt to gain funding through the National Police Corps Act to sponsor recruits through the necessary programs. It was believed that the use of such federal funding would render the programs cost-efficient.

Subissue: No.5 Required Pre-Academy Training Programs

In essence, the job skills and abilities required over the next ten years focus on language and communication ability and on the cognitive and other skills necessary to enable police officers to function effectively given the demands of new technology and the change in public expectation of law enforcement's role in society.

This involves an increase in oral communication skills to be used both in dealing with de-escalation and with the voice-activated reporting methods that appear to be on the horizon. Writing skills may also be required since voice reportage may require editing once the initial work has been done. Expanded reading skills will undoubtedly be required because officers will have to be able to understand the arcane language in computer manuals. General computer literacy will be a requirement since both field and support officers will have to understand the electronic aids that are likely to be introduced in the coming decade.

RECOMMENDATIONS

This study has been used to address the question, "What special pre-academy training programs will be required in order to prepare applicants for entry into law enforcement by the year 2001?"

The normative scenario created in Section I can be achieved by dedicated law enforcement professionals willing to implement this unique concept to challenge the status quo. POST, as suggested, must take a strong leadership role in developing and implementing this strategy.

Strategic policies discussed in Section II addressed sub-issue questions and related trends and events dealing with required skills abilities, alternative pre-academy training programs, funding sources, and roles of law enforcement and education. The strategic management plan called for establishing a review committee to evaluate entry-level standards utilized for law enforcement. A study on the recruitment issue and potential of future pre-academy training programs to develop required skills and abilities is also part of the plan. Lastly, a methodology to explore specific training models to include significant and important key stakeholders was suggested to best develop the normative scenario.

In Section III a transition management plan was recommended to get us from where we may be to the normative scenario. Key stakeholders (critical mass), were identified. These critical mass stakeholders are critical to the strategy through their endorsement or support. They have the power to make or keep the strategy from becoming a realization. As identified, POST would be the catalyst to begin the transition management process and to assume the necessary leadership role. Having significant impact, the issue of pre-academy skills and abilities training will require the participation and commitment of all levels: law enforcement, legislature, education, and community.

IMPLICATIONS

In his remarks at the presentation of the "National Education Strategy-America 2000," President Bush stated, "And today, the 21st century is racing toward us and anyone who wonders what the century will look like will find the answer in America's classrooms ... We've got to become a nation of students. Recognize learning is a lifelong process."²²

Educational institutions will play a critical role in preparing the law enforcement officer of the future, but law enforcement can also significantly influence that role by entering into a strategic partnership with education. By implementing pre-academy training models that will develop required skills, abilities, and knowledge required, law enforcement can expand the pool of qualified applicants that it will require in the present decade.

Other implications of this issue suggest that even with the most sophisticated technology at its disposal, law enforcement can not hope to effectively respond to contemporary societal needs without adequately developed human resources. It is, therefore, crucial that law enforcement leaders identify the skills and abilities that will be required of its future officers and to collectively develop organizational and research strategies that will focus upon:

- The need to be acutely aware that the labor force and the work place will be different
- The need to develop and invest in training and retraining of existing and future officers
- The need to develop an organizational ethos that ongoing and self-sustained learning is valued and rewarded by the organization

As F.B.I. Training Academy Section Chief Larry Monroe succinctly stated, "The most significant future issue of law enforcement is that it be willing to experiment ... that there be a willingness to try." This, then, is the central issue: that law enforcement be willing to examine innovative approaches to existent and future problems, that it be open to exploring partnerships with other public and private entities to find solutions to its human resource needs. Then, and only then, will law enforcement be assured of surviving the diverse challenges of the 21st century.²³

EDUCATION AND TRAINING SURVEY

Standards Required

1. Do you believe that current standards for police officer candidates are:

- a. Adequate?
- b. Above minimum for what is required to perform the job?
- c. Below minimum for what is required to perform the job?
- d. Other (explain)

2. What special skills, abilities, and knowledge will future police officer candidates be required to possess prior to attending a police academy?

- | | |
|--------------------|-----------------------------|
| a. Reading Skills | d. Computer Literacy Skills |
| b. Writing Skills | e. Critical Thinking Skills |
| c. Language Skills | f. Cultural Awareness |
| | g. Other (specify) |

3. If you marked any of the above, please estimate level or degree of skill required prior to entry in academy. Identify the skills required and note: High, Above Average, Average, or Below Average level.

Skill: _____ Level: _____

Skill: _____ Level: _____

Skill: _____ Level: _____

Quality of Applicants

4. By the year 2001, given the change in police procedures, do you believe California will be faced with a shortage of qualified police applicants?

Yes _____ No _____

Comments: _____

5. Are incoming recruits less able to communicate either in writing or in speech than in years past?

Yes _____ No _____

Comments: _____

6. If so, is this causing a problem with respect to their ability to produce clear, concise reports?

Yes _____ No _____

Comments: _____

7. As new and more complex computer technology is introduced into law enforcement agencies, are officers less able to use the systems provided?

Yes _____ No _____

Comments: _____

8. By the year 2001, do you believe that law enforcement will be faced with a shortage of qualified police applicants?

Yes _____ No _____

Comments: _____

Police Academy Training

9. Is the curriculum ... to instruct otherwise acceptable applicants not possessing the skills required for academy entry?

Yes _____ No _____

Comments: _____

10. If you answered "no" above, do you believe that a form of pre-entry or pre-academy training would be viable?

Comments: _____

11. Does your agency presently provide a form of pre-try" or "pre-academy" training for police applicants?

If so, please describe:

12. If pre-academy training were to be adopted by your agency, who would be more effective in providing such training?

- a. Own Organization
- b. POST regional facility
- c. Community College
- d. Private Vendor
- e. Other (specify)

13. Please provide any feedback (comments, questions, etc.)

| | |
|------------|-----------|
| Print Name | Signature |
|------------|-----------|

| | |
|------|--------------|
| Rank | Organization |
|------|--------------|

Questionnaire Respondents

Anaheim Police Department
Santa Ana Police Department
Santa Barbara Police Department
Los Angeles Police Department
Los Angeles County Sheriff Department
Sacramento Police Department
Pasadena Police Department
San Francisco Police Department
Torrance Police Department
San Mateo County Sheriff Department
Santa Clara County Sheriff Department
Orange County Sheriff Department
San Diego Police Department
Huntington Beach Police Department
Fresno Police Department
Stockton Police Department
California Highway Patrol
Salinas Police Department
Fremont Police Department
Alameda County Sheriff Department
Long Beach Police Department
San Diego County Sheriff Department
San Bernardino Police Department
San Bernardino County Sheriff Department
Gavilan Criminal Justice Training Center
Contra Costa County Sheriff Department
Santa Rosa Criminal Justice Training Center
Los Madanos Criminal Justice Training Center
Fresno County Sheriff Department
San Jose Police Department
Riverside County Sheriff Department
Concord Police Department
Orange Police Department

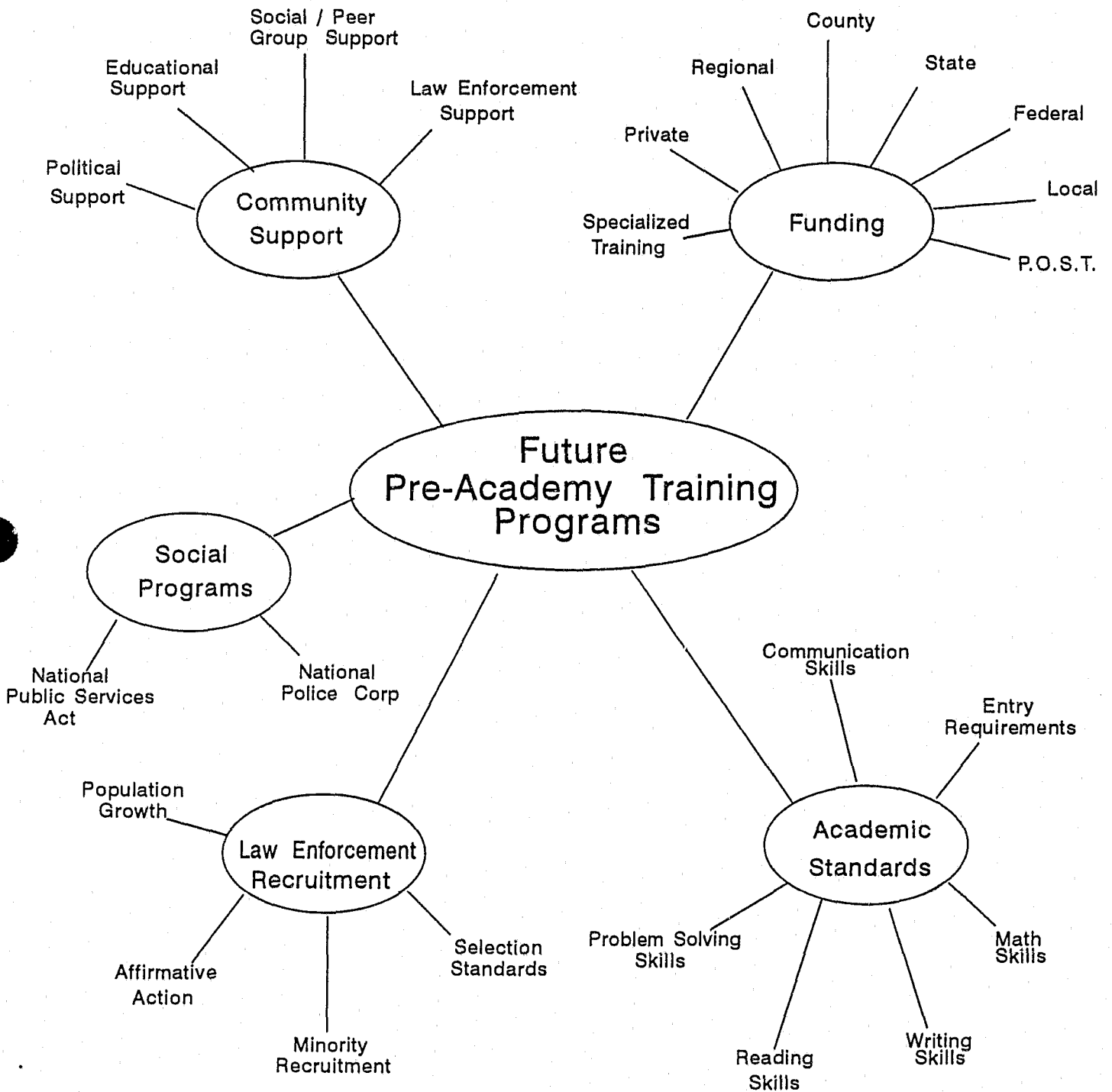
Structured Interview

| | |
|-------------------------------|--------------------------------|
| Chief Joe Molloy | Anaheim Police Dept. |
| Chief Ronald Lowenburg | Huntington Beach Police Dept. |
| Chief Joe Davis | Laguna Niguel Police Dept. |
| Captain Edward Aasted | Santa Barbara Police Dept. |
| Captain Robert Henderson | Contra Costa Co. Sheriff Dept. |
| Captain Peter Jensen | Santa Ana Police Dept. |
| Section Chief Lawrence Monroe | F.B.I. Training Academy |
| Special Agent William Tafoya | F.B.I. Training Academy |

Structured Interview Questions

1. What skills, abilities, and knowledge will be required of future law enforcement officers?
2. How can screening instruments with a high degree of content validity be developed to identify persons best qualified for law enforcement positions?
3. How can these instruments be used to identify candidates lacking specific and identified skills but otherwise qualified for positions in law enforcement?
4. What skills and abilities reflecting the content on the above screening instruments can be achieved through pre-service education?
5. What pre-academy training programs will be required to prepare an applicant for entrance into law enforcement academies by the year 2001?
6. How can law enforcement officials assist in pre-academy training programs, either as counselor or instructor?
7. Is a pre-academy program a viable alternative to prepare police applicants who do not possess necessary writing, comprehension, and language skills?

Futures Wheel Expert Panel Input



List of Trends

(Selected Trends are shown in boldface)

1. Level of literacy skills among California work force
2. **Public funding**
3. Level of literacy skills proficiency required to graduate from California high schools
4. **Level of literacy needed by an entry-level police officer**
5. Level of California high school drop-out rate
6. **Public expectation of law enforcement**
7. Level of law enforcement pre-hire training
8. Level of remedial literacy skills training in work place
9. Level of quality work environment within law enforcement
10. Level of performance expected of law enforcement officers
11. **Level of technical training in police academies**
12. Level of emphasis in minority recruiting for law enforcement positions
13. Level of life experience of law enforcement applicants
14. Specialized testing to accommodate minority applicants for law enforcement positions
15. Level of computer skills required of work force of future
16. **Public expectation to include more culturally diverse officers**
17. Unrealistic performance expectations of law enforcement
18. Need for law enforcement applicants who speak second language
19. Direct funding by private sector to assist in law enforcement recruiting
20. Requirement of U.S. residency for law enforcement applicants
21. Regionalized recruitment
22. Pre-employment testing given in English and in Spanish
23. Quantities of police candidates
24. Private enterprise police training
25. POST funding for pre-academy training
26. Formal education requirements for police
27. Prerequisites for police academy students
28. Multi-lingual officers
29. Police academy entrance requirements
30. Public service career programs
31. Undergraduate student aid for students entering law enforcement
32. Cross-cultural education
33. Special interest group influence on recruitment
34. Special interest group influence on training
35. Legislative influence on police training

List of Events*(Selected Events are shown in boldface)*

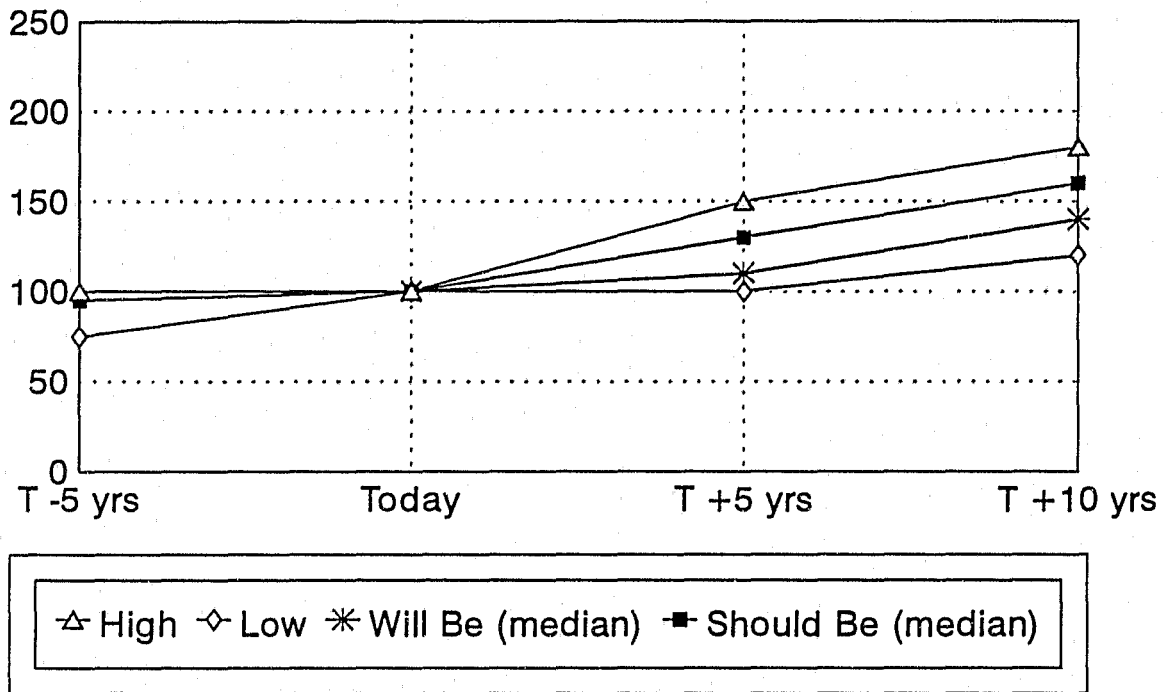
1. College degrees required of law enforcement applicants
2. Mid-East War causes reduced work force in California
3. End of Mid-East War results in increased work force in California
4. **Computer literacy required of police academy graduates**
5. **California high schools offer law enforcement vocational education**
6. Law enforcement applicants required to read at twelfth-grade level
7. **Voice-activated computers for report writing**
8. **POST mandates increase in length of academy training**
9. California high schools adopt law enforcement vocational preparatory education
10. Crisis in Mid-East results in mass immigration to California
11. Law enforcement applicants required to speak second language
12. Defense budget reduced causing increased unemployment in California
13. Deteriorating law enforcement work environment
14. Public/private sector continuing education
15. **California requires literacy test for high school graduation**
16. Private sector funding of California educational system
17. Education becomes major priority of California citizens
18. Adult remedial training programs in work place
19. Literacy skills standards required to graduate from high school
20. U.S. wins war on drugs
21. Social demands upon California schools
22. California funds for poverty issues that affect literacy
23. Training requirements for California teachers
24. California mandates POST administered law enforcement academy
25. California adopts voucher system
26. California Hispanic population reaches 35%
27. Tax-payer revolt
28. Bond issue passed to fund pre-academy training
29. Vocational law enforcement training mandated in all high school districts
30. Major economic depression occurs
31. POST enters into partnership with private enterprise training in police academies
32. National service mandated for all adults 18-30
33. POST assumes all hiring practices for state police departments
34. Mandatory cut-back of police academy length
35. Mandatory bilingual skill prerequisite for police applicants
36. Increase in level of cross-cultural awareness training in police academies
37. Lowering of physical standards
38. Vocational school option for high school students

TREND EVALUATION

| Trend # | TREND STATEMENT | LEVEL OF THE TREND (Today = 100) | | | | | |
|---------|---|----------------------------------|-------|------------------|-----------|-------------------|-----------|
| | | 5 Years Ago | Today | 5 Years from Now | | 10 Years from Now | |
| | | | | Will Be | Should Be | Will Be | Should Be |
| 1 | Level of Communication Skill Needed By Entry Level Police Officers | 95 | 100 | 110 | 130 | 140 | 160 |
| 2 | Levels of Technical Training in Police Academies | 90 | 100 | 115 | 125 | 150 | 170 |
| 3 | Public Expectations of the Role of Law Enforcement | 90 | 100 | 125 | 115 | 140 | 125 |
| 4 | Public Funding | 90 | 100 | 120 | 130 | 160 | 180 |
| 5 | Public Expectations regarding Inclusion of Officers from Ethnically Diverse Backgrounds | 85 | 100 | 125 | 110 | 150 | 120 |

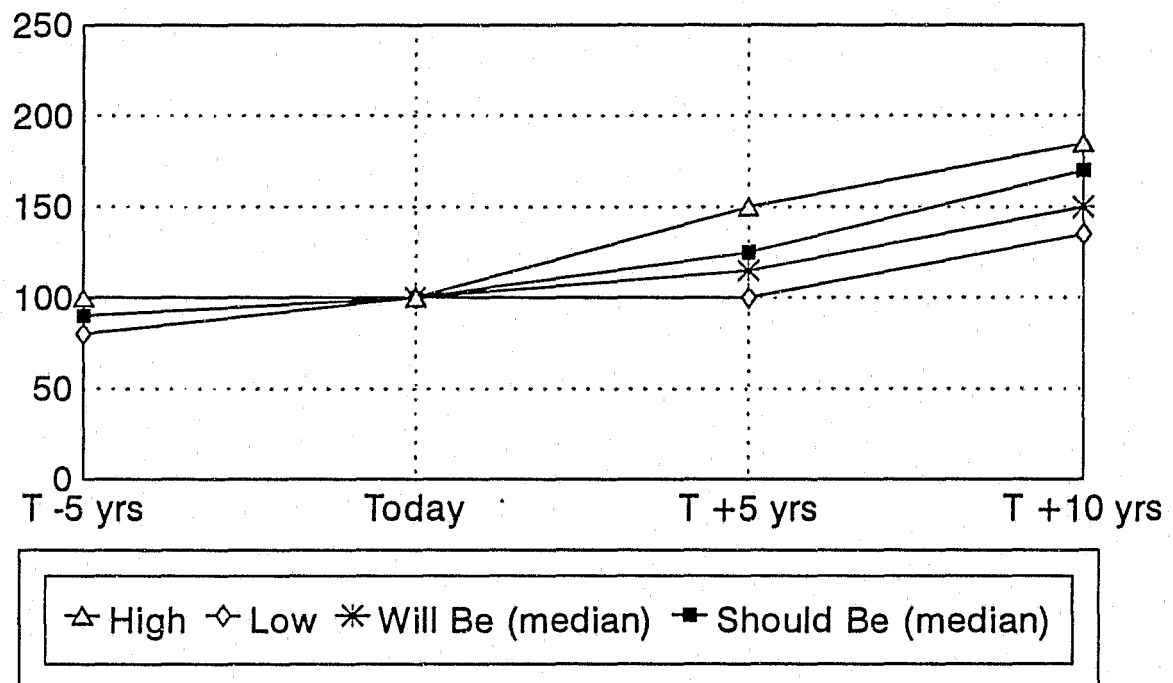
Trend 1

Level of Communication Skill Needed by Entry Level Police Officers



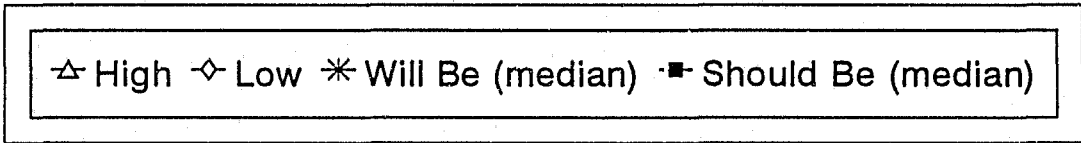
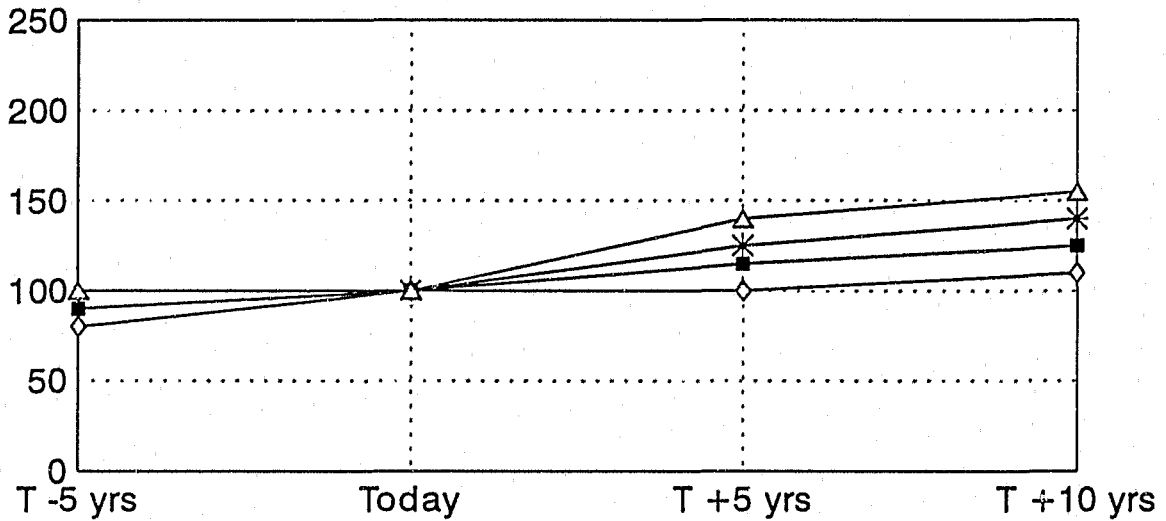
Trend 2

Level of Technical Training in Police Academies



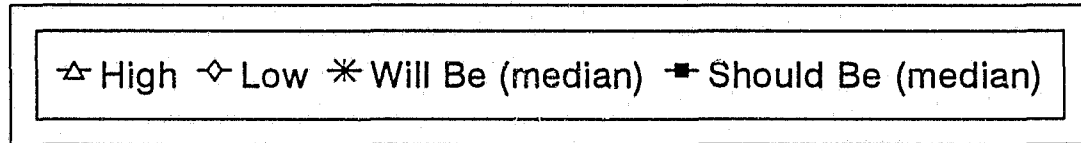
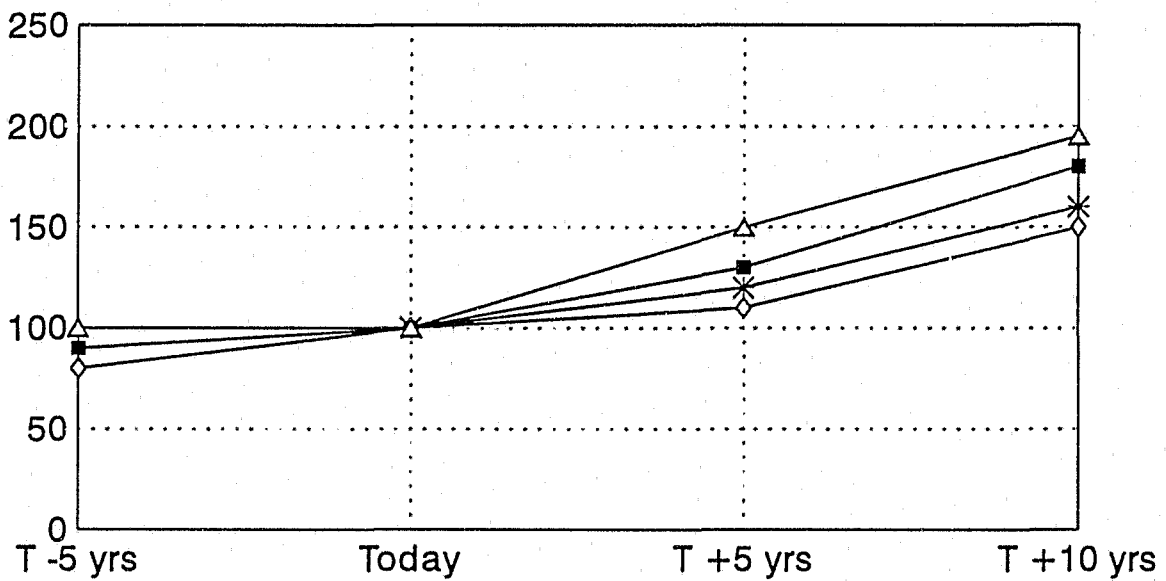
Trend 3

Public Expectation of the Role of Law Enforcement



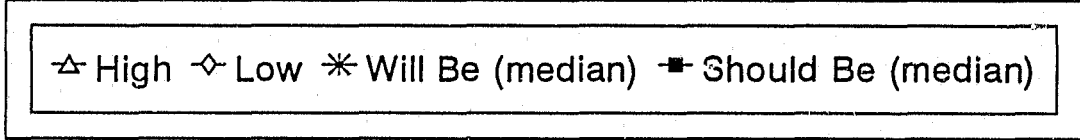
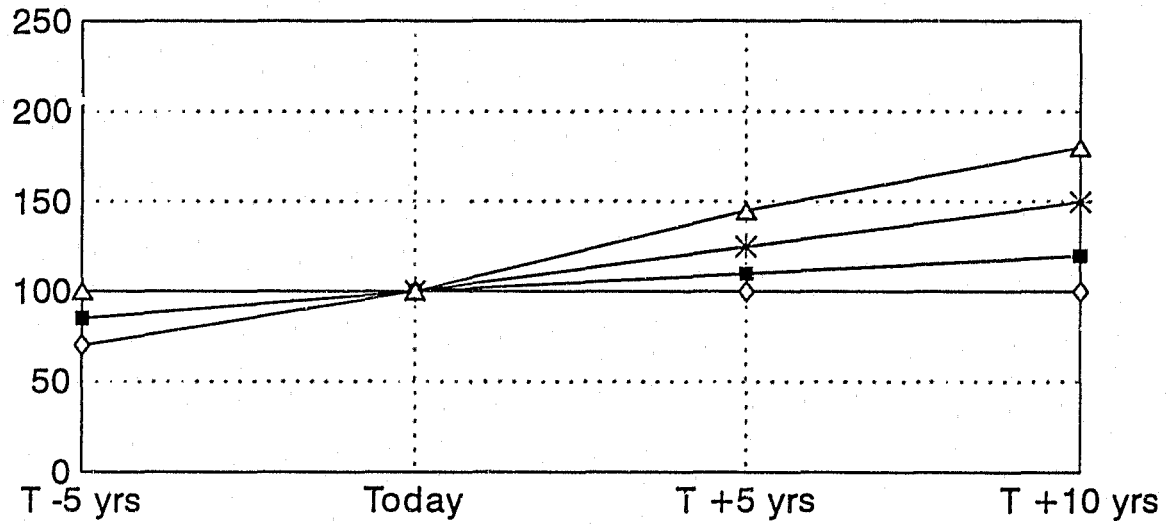
Trend 4

Public Funding



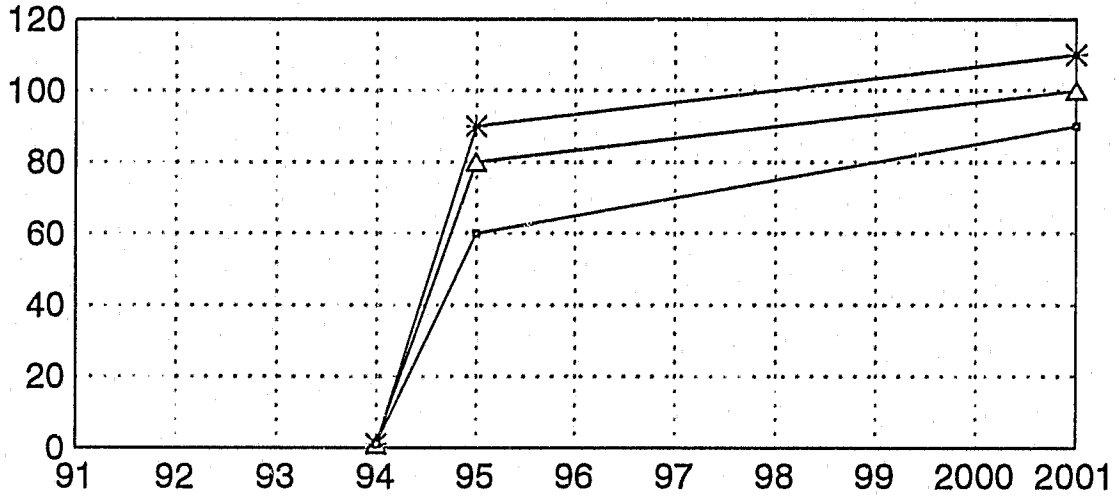
Trend 5

Public Expectations Regarding Inclusion of Officers from Ethnically Diverse Backgrounds



Event 1

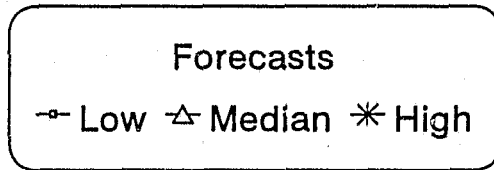
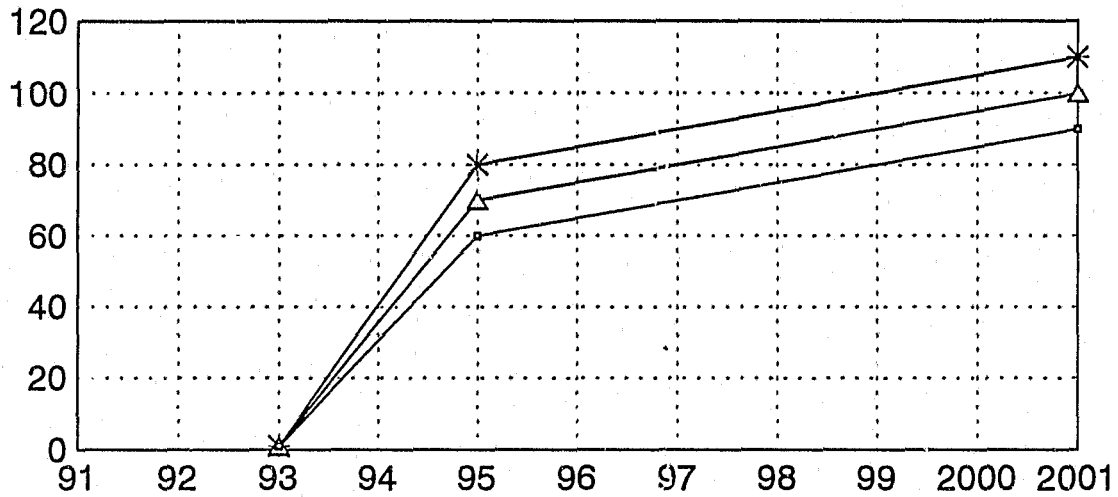
Computer Literacy Required of Academy Graduates



Forecasts
◻ Low ◻ Median * High

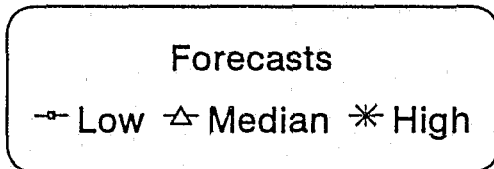
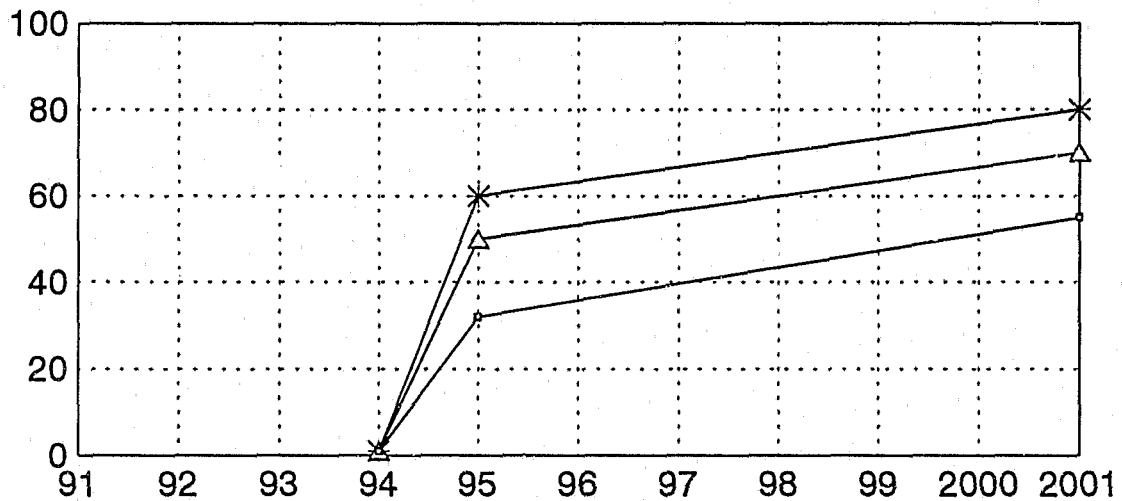
Event 2

Voice Activated Computers for Report Writing



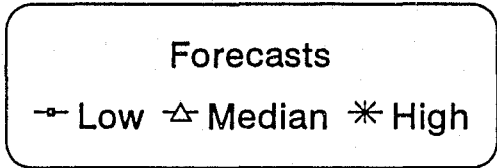
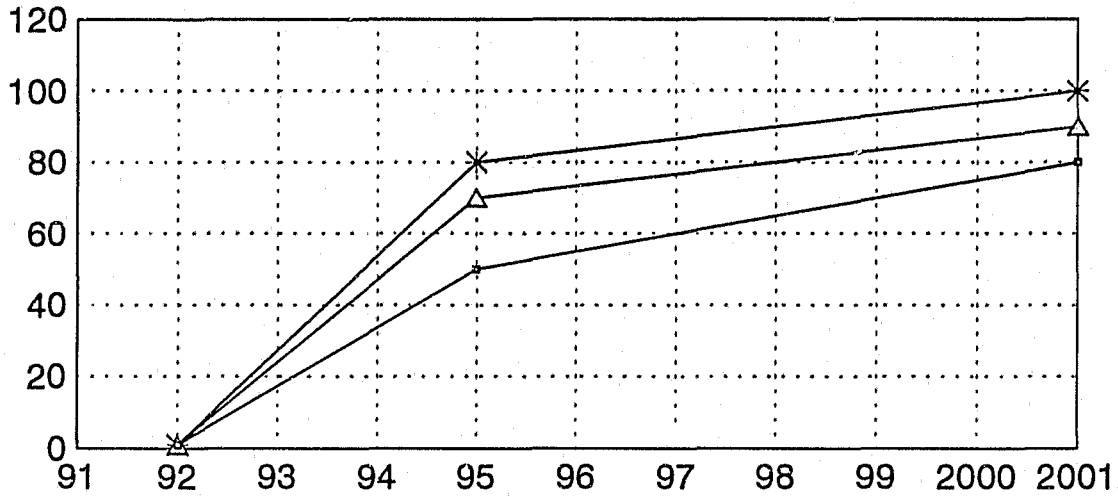
Event 3

P.O.S.T. Mandates Increase in Length of Academy Training



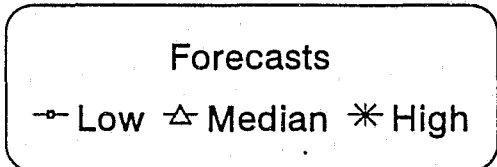
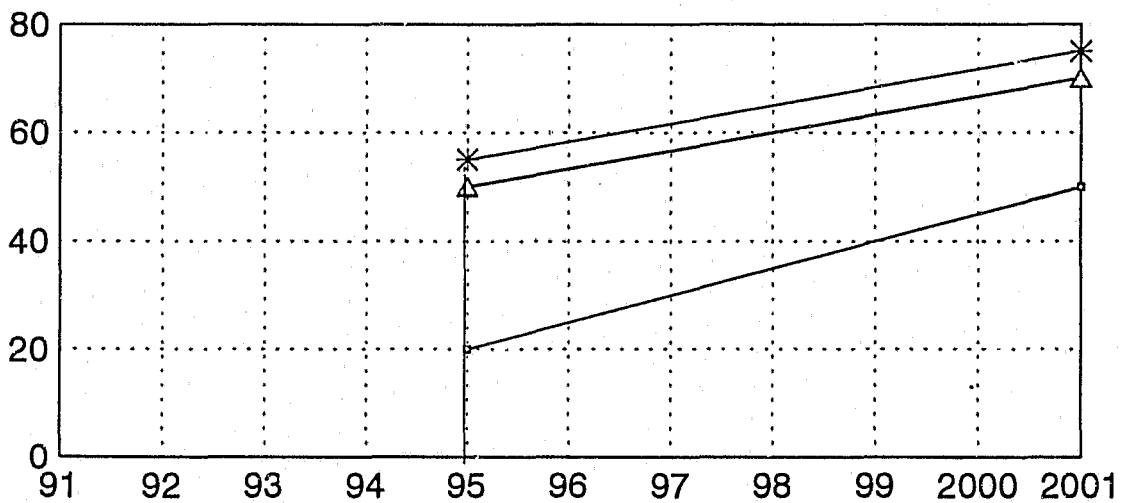
Event 4

California Regional Literacy Test for High School Graduation



Event 5

Law Enforcement Requires 12th Grade Reading Level



EVENT EVALUATION

| Event # | EVENT STATEMENT | Years Unit Probability First Exceeds Zero | Probability | | Impact on the Issue Area If the Event Occurred | |
|---------|---|---|-----------------------------|----------------------------|--|-----------------|
| | | | Five Years From Now (0-100) | Ten Years From Now (0-100) | Positive (0-10) | Negative (0-10) |
| 1 | Computer Literacy Required of Academy Graduates | 1994 | 80 | 100 | 8 | 0 |
| 2 | Voice-Activated Computers for Report Writing | 1993 | 70 | 100 | 8 | 0 |
| 3 | POST Mandates Increase in Length of Academy Training | 1994 | 50 | 70 | 7 | 2 |
| 4 | State Requires Literacy Test for High School Graduation | 1992 | 70 | 90 | 8 | 2 |
| 5 | Law Enforcement Requires 12th Grade Reading Level | 1995 | 50 | 70 | 6 | 3 |

BASIC CROSS-IMPACT EVALUATION
PANEL MEDIAN FORECASTS

| ** | E1 | E2 | E3 | E4 | E5 | T1 | T2 | T3 | T4 | T5 | "IMPACT TOTALS" |
|----|------------|------------|------------|------------|------------|------------|------------|------------|------------|------------|-----------------|
| E1 | <u>X</u> | <u>+40</u> | <u>+70</u> | <u>+50</u> | <u>+60</u> | <u>+80</u> | <u>+70</u> | <u>0</u> | <u>+60</u> | <u>0</u> | E1 <u>7</u> |
| E2 | <u>+60</u> | <u>X</u> | <u>+10</u> | <u>+30</u> | <u>+30</u> | <u>+10</u> | <u>+60</u> | <u>0</u> | <u>+65</u> | <u>0</u> | E2 <u>7</u> |
| E3 | <u>+50</u> | <u>+ 5</u> | <u>X</u> | <u>0</u> | <u>0</u> | <u>+40</u> | <u>+50</u> | <u>+25</u> | <u>+40</u> | <u>+40</u> | E3 <u>7</u> |
| E4 | <u>+70</u> | <u>+20</u> | <u>+ 5</u> | <u>X</u> | <u>+80</u> | <u>+50</u> | <u>+20</u> | <u>+40</u> | <u>+35</u> | <u>+40</u> | E4 <u>9</u> |
| E5 | <u>+50</u> | <u>+ 5</u> | <u>+10</u> | <u>+70</u> | <u>X</u> | <u>-10</u> | <u>+25</u> | <u>+40</u> | <u>+30</u> | <u>+45</u> | E5 <u>8</u> |

"IMPACTED" TOTALS

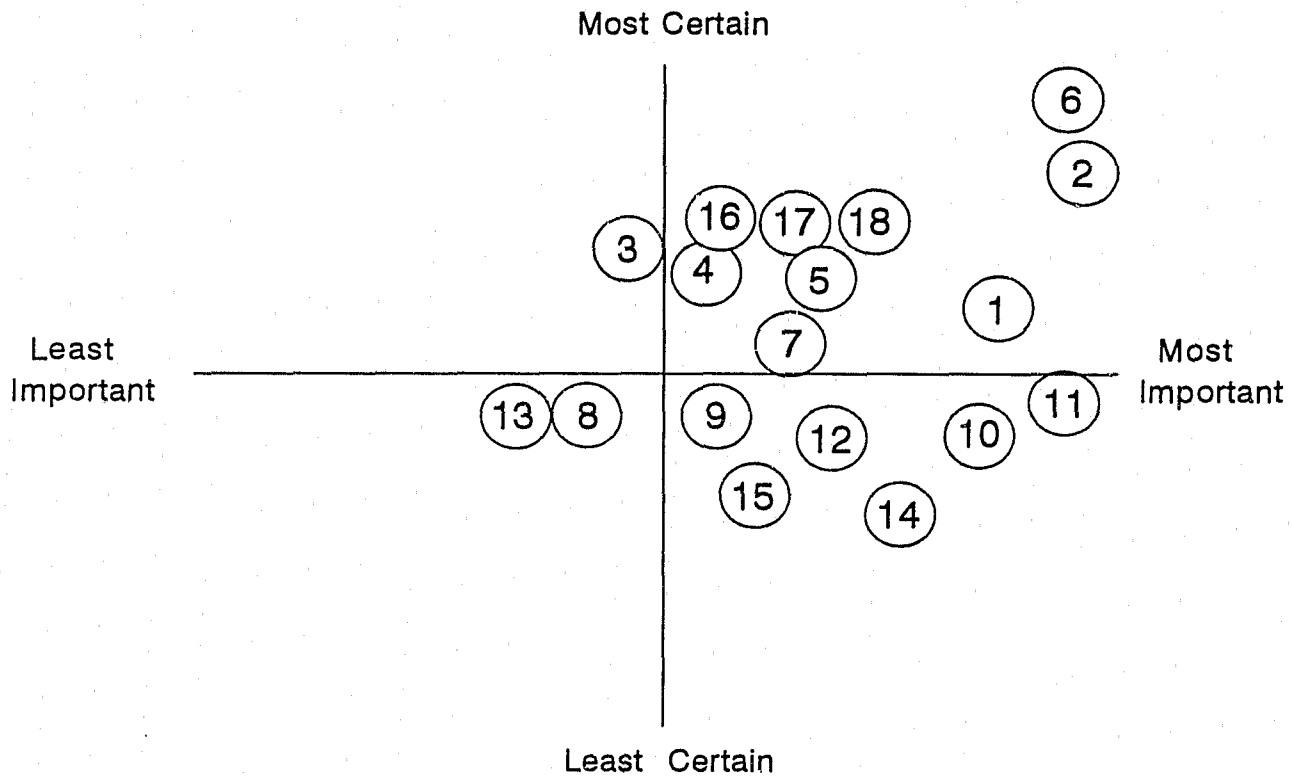
| E1 | E2 | E3 | E4 | E5 | T1 | T2 | T3 | T4 | T5 |
|----------|----------|----------|----------|----------|----------|----------|----------|----------|----------|
| <u>4</u> | <u>4</u> | <u>4</u> | <u>3</u> | <u>3</u> | <u>3</u> | <u>5</u> | <u>3</u> | <u>5</u> | <u>3</u> |

**Legend

- E1 - Computer Literacy Required
- E2 - Voice-Activated Computers
- E3 - POST Mandates Increase in Training
- E4 - California Requires Literacy Test for High School Graduation
- E5 - Law Enforcement Requires Twelfth-Grade Reading Level

- T1 - Level of Literacy Needed by an Entry-Level Police Officer
- T2 - Technical Training in Police Academies
- T3 - Public Expectations of the Role of Law Enforcement
- T4 - Public Funding
- T5 - Public Expectations of the Inclusion of More Officers from Culturally Diverse Backgrounds

STRATEGIC ASSUMPTION SURFACING MAP



- | | |
|-----------------------------------|---|
| 1. Legislature (Judicial Council | 10. Educational Institutions |
| 2. Police Chiefs / Sheriffs | 11. Governor |
| 3. Voting Public | 12. Taxpayer Associations |
| 4. Minority Community | 13. Private Training Firms |
| 5. Police / Sheriff Command Staff | 14. Police Officer Academy Coordinators |
| 6. POST Commission | 15. Police Academy Instructors |
| 7. Labor Pool | 16. City Council |
| 8. Private Enterprise | 17. City Manager |
| 9. Police Unions / Associations | 18. Board of Supervisors |

Modified Policy Delphi Members

| | |
|---------------------------|--|
| Chief Joseph Davis | Laguna Niguel Police Department |
| Captain Edward Aasted | Santa Barbara Police Department |
| Captain Robert Henderson | Contra Costa County Sheriff Department |
| Captain David Hinig | Arcadia Police Department |
| Lieutenant Robert Helton | Santa Ana Police Department |
| Lieutenant Robert Puckett | Anaheim Police Department |

CRITICAL MASS COMMITMENT CHART

| CRITICAL MASS INDIVIDUALS/GROUP | BLOCK CHANGE | LET CHANGE HAPPEN | HELP CHANGE HAPPEN | MAKE CHANGE HAPPEN |
|------------------------------------|-----------------|----------------------|-----------------------|-----------------------|
| POST | | | X | 0 |
| Legislature | | X → → → → → → → | | 0 |
| California Chiefs of Police | | X → → → → → → → | | 0 |
| Police Academy Coordinators | | X → → → → → → → | | 0 |
| Educational Institutions | X → → → → → → → | | | 0 |
| Governor | | X | | 0 |
| Public at Large | X → → → → → → → | | | X |

Responsibility Chart

| DECISION / TASK | POST PROJECT MANGAGER | POLICE CHIEF'S ASSOCIATION | LEGISLATIVE | EDUCATIONAL INSTITUTION | GOVERNOR | PUBLIC AT LARGE | ACADEMY CO-ORDINATION |
|-----------------------------------|-----------------------|----------------------------|-------------|-------------------------|----------|-----------------|-----------------------|
| Develop a Feasibility Plan | R | A | I | I | I | . | I |
| Develop Mission Statement | A | A | I | S | I | . | R |
| Develop Straegy | R | A | I | S | I | . | A |
| Develop Timelines | A | S | S | S | I | S | R |
| Financing | R | A | A | S | A | S | S |
| Prepare Report | R | I | I | S | I | I | A |
| Develop Transitional Managmt Team | A | A | S | A | S | I | R |
| Evaluation | R | I | I | S | S | I | S |

R = Responsibility
A = Approval
S = Support
I = Informed

END NOTES

- 1 Video interview with former Anaheim Police Department Chief of Police Mark A. Stephenson (1927 - 1969), February 1990.
- 2 Dennis J. Kenney and Steuart Watson, "Intelligence and the Selection of Police Recruits," American Journal of Police, July 1991.
- 3 Video interview with former Anaheim Police Department Chief of Police Mark A. Stephenson (1927 - 1969), February 1990.
- 4 Los Angeles Times, March 3, 1991, p.A-1.
- 5 Alvin Toffler, "The Third Wave," Morrow Publisher, NY 1980, pp.17-22.
- 6 Oral interviews with Chiefs of Police (Appendix C), May-June 1991.
- 7 Entry-Level Reading and Writing Tests for California Law Enforcement: Final Report Standards Research Project, Technical Report No. 4, Entry-Level Law Enforcement. The Commission on Peace Officers Standards and Training, 1982.
- 8 Department of Justice, 1989. POST Symposium on Recruitment, June 1988, Sacramento, CA: Commission on Peace Officers Standards and Training.
- 9 POSTRAC System Scores Provided by James Norborg, POST Standards and Evaluation, August 8, 1991.
- 10 POSTRAC System Scores Provided by James Norborg, POST Standards and Evaluation, August 8, 1991.
- 11 "Students Lag in High-Tech Achievement," Los Angeles Times, October 1, 1991, p.A-1, Paul Richter.
- 12 Anaheim Union High School District Scholastic Aptitude Test Summary, 1991.
- 13 Department of Justice, 1989. POST Symposium on Recruitment, June 1988, Sacramento, CA: Commission on Peace Officers Standards and Training.
- 14 Department of Justice, 1989. POST Symposium on Recruitment, June 1988, Sacramento, CA: Commission on Peace Officers Standards and Training.
- 15 Department of Justice, 1989. POST Symposium on Recruitment, June 1988, Sacramento, CA: Commission on Peace Officers Standards and Training.

END NOTES
(Continued)

- 16 Interview with Russell Kindermann, Senior Consultant, Center for Leadership Development, Commission on Peace Officer Standards and Training, January 7, 1992.
- 17 Shinn, William, 1989. "Police Recruitment Issue is Studied," PORAC News, December 1989, p.14.
- 18 Shinn, William, 1989. "Police Recruitment Issue is Studied," PORAC News, December 1989, p.14.
- 19 Dennis J. Kenney and Steuart Watson, "Intelligence and the Selection of Police Recruits," American Journal of Police, July 1991.
- 20 Police Corps Act of 1989.
- 21 Magnet Programs Handbook, East Side Union High School District, San Jose, CA, 1990.
- 22 "America 2000": An American Education Strategy. U.S. Department of Education, Washington, DC, June 1990.
- 23 Interview with F.B.I. Academy Academic Section Chief, Lawrence Monroe, August 18, 1991.

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