



LAW ENFORCEMENT ASSISTANCE ADMINISTRATION (LEAA)

POLICE TECHNICAL ASSISTANCE REPORT

SUBJECT Designing a Police In-Service
Training Program for the Portland,
Maine, Area

REPORT NUMBER 77-071-163

FOR Maine Criminal Justice Academy
Population - 204,000 (Cumberland County)
Square Mile Area - 879

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ACQUISITIONS

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I. INTRODUCTION

This report was prepared in response to a request from the Maine Criminal Justice Academy--on behalf of the Cumberland County Police Chiefs Association and the Cumberland County Sheriff, all part of the Greater Portland, Maine, Area--for technical assistance in designing a police in-service training program for the area.

The consultant assigned was Prof. Samuel G. Chapman of the University of Oklahoma; others involved in processing the request included:

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Chief of Police,
South Portland

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Chief of Police,
Westbrook

Richard Thayer,
Sheriff of Cumberland County,
Portland

II. ANALYSIS OF THE PROBLEM

Background

In 1972 the Maine Legislature mandated by law (25 M.R.S.A., Sections 2801-2806) that there shall be a Maine Criminal Justice Academy and that it would be the training facility for all Maine law enforcement officers. Addressing basic training, the legislation specified that the academy board of trustees shall "...set the standards for certification of the graduates of the academy;... and prescribe the content of the curriculum..." The trustees have set 12 weeks as the mandated minimum basic training program.

The law also addressed the need for in-service training for officers statewide as a condition of their continued employment by mandating it for full-time city and county officers. The law also says that:

"...The content of and time periods in which such in-service training shall take place shall be established by the board of trustees." (Section 2805.3)

To date, the board of trustees has not set forth the administrative specifics of the in-service training section. The reason why this has not been done is unclear, but insufficient dollar resources allocated by the legislature to make the mandate realistic is probably the principal explanation.

The statute includes an enforcement provision (Section 2806). It assigns the board of trustees:

"...the power to suspend the right to enforce the criminal laws of the State of Maine of any person determined by the board to be in violation of Section 2805."

There have been a few attempts by the board to bring jurisdictions to heel when they have allegedly failed to get personnel into the 12-week basic course within the one allotted year. However, there has never been any action initiated alleging a failure to provide in-service training because the academy board of trustees has not yet specified the duration and content of the in-service training mandate.

It is important that the meanings of two words which are used regularly throughout this technical assistance report are understood. These are 1) training and 2) in-service, and the meanings are:

Training: The process of bringing a person at entry level to required levels of competence in the skills of a craft, trade or career endeavor.

In-Service Training: The process of maintaining a trained person at the required levels of competence in the skills of a craft, trade or career endeavor.

There is another issue which warrants response. It is that a fundamental distinction between training and education should be drawn. Neither M.R.S.A. 2801-2806 nor the academy board of trustees appears to have intended that academic courses would suffice for in-service training. By ruling out university, junior, or community college work, by no means has the academy board disdained or discouraged officers from academic work; rather, the law and the board acknowledge that training is the "how to," not the "why," of doing something. If it is to be rewarded at all, an officer's academic achievement may be recognized in some other manner, as by a higher salary set in a city or county's educational accomplishment pay bonus program. Many forces have such educational achievement pay programs throughout the nation, and Maine's forces may wish to investigate these incentive programs.

Understanding the genesis of this request will help readers better understand the problem. This request for technical assistance is a unique one. It stems from Cumberland County police and sheriff's personnel and their chief executives -- and from the agency responsible for being sure the training is provided -- the Maine Criminal Justice Academy. In partnership, these persons and agencies are seeking help to make the state law a realistic one, an act which when implemented will make police far better able to execute their demanding duties. These law enforcement agencies want to act within the law, not be hamstrung by it. Hence, their hope is that the Maine legislature and governor will provide sufficient dollar wherewithal so that the intent of M.R.S.A. Section 2805.3 may be implemented and that enforcement actions may be initiated should jurisdictions fail to in-service train their officers.

Methods

The analytical methods used to address the problems set out in this technical assistance report were those commonly accepted to obtain data and background information. Included was a review of the pertinent statutory provisions bearing on the Maine Criminal Justice Academy, local records where available, and other documents from varying sources.

A number of persons were interviewed, as previously indicated. Moreover, an especially salient aspect of the analysis stemmed from understanding the nature of the problem facing forces in Cumberland County and the fiscal stringencies confronting the Maine Criminal Justice Academy. Finally, it was important to learn that a crisis in in-service training (and basic training, too) has persisted in Maine for a few years now, owing to the modest funding available for implementation of the law.

Police In Maine and Cumberland County

Today there are some 140 non-federal police forces in the state of Maine. These include:

at the state level	4
at the county level	16
at the local level	<u>120</u>
Total	140

These forces include about 1,852 full-time and about 1,100 part-time personnel. The only part-time personnel subject to provisions of the Maine Criminal Justice Academy Act and its training mandate are those who work substantial hours for pay each year. In 1976, about \$27 million were allocated to operate the 140 forces. Ninety-seven of the 140 forces have ten or fewer personnel.

The State of Maine is comprised of just over 1 million persons residing in its 30,417 square mile area. The state has a substantial rural area, and its heaviest population concentration is in the southwestern corridor, just north of Massachusetts, in York and Cumberland Counties. Portland, with about 66,000 population, is the most populous city and the seat of Cumberland County, the area from which this technical request originated. Cumberland County includes 204,000 residents.

There are 17 forces in Cumberland County. These include an aggregate of about 400 full-time law enforcement officers. The departments range in size from the 1-man New Gloucester force to the 167-person Portland Police Department. Of the 17 forces, 14 are city police forces. Of the other three, one is the University of Maine Portland-Gorham campus security department, another is the relatively new Portland Department of Public Safety, and the third is the 58-member Cumberland County Sheriff's force.

Cumberland County is the most populous in Maine. It is also the industrial center and the site of extensive commercial and retail interests. Its police, at least along the Atlantic Ocean shoreline, are faced with the complicated problems of an urbanized society which seasonally is compounded by an impressive influx of tourists. In short, in-service training for police is perhaps more urgent in this area than in any other in the state.

Laudably, some forces in Cumberland County have taken steps to provide in-service training for their police. It has been conducted in spite of a major complication--the failure of most governing bodies to allocate funds to pay officers overtime to attend. In some forces, union contracts call for officers to be compensated at straight time or time and one-half for duty over 40 hours per week. Training off-shift puts personnel into overtime status, which commits the expenditure of substantial dollars.

One force -- South Portland -- has sufficient appropriated funds to pay officers straight time for their overtime attendance at in-service training. Other forces, however, including such numerically large ones as Portland, Westbrook and the Portland Department of Public Safety, have no such funds. Their chief executives have "encouraged" officers to attend off-shift but have not mandated officer attendance. At least one force--Portland--has imposed a condition of completing specific courses on candidates who wish to compete for promotions or special assignments. This has had the effect of inducing persons to attend in-service courses on their own time.

Portland is one of the forces of sufficient strength to be able to assign a few personnel from each patrol shift or specialized division to attend a week of in-service training as their duty assignment. Other personnel pick up the short-term heavier case-load. Other forces, however, would find it difficult to do this owing to their being comprised of very few personnel. For example, if the four-member Cumberland or seven-member Yarmouth or Freeport forces sent two patrol officers to a week of in-service training, there would be too few officers left to cover the absence of the personnel in school. Hence, these forces must have sufficient funds appropriated to pay other officers overtime to fill in for the personnel in training.

The lack of finances, then, looms as the principal barrier to forces in Cumberland County bringing their personnel the in-service training that is vitally needed to maintain officers at peak proficiency.

The Need For In-Service Training

The importance of adequate police in-service training is becoming more widely appreciated as the demands made on police officers continue to grow and the work becomes ever more intensive and, apparently, hazardous. Today's officer, and surely personnel in years to come, must work on a more professional level than was once acceptable. Demands for services have increased because of factors such as the rising volume of crime, civil disorders, the increasing need for traffic regulation, and an apparently growing public disrespect for authority. It was this disrespect which was said by the Maine Department of Public Safety to account for the large number of assaults on officers in 1976. ^{1/}

The police officer is expected to utilize new tools and techniques made possible by technological and other advances, so that he or she may cope with the increasing difficulty of preventing crime and apprehending criminals who themselves are making increased use of new devices produced by technological progress. The police officer must also keep abreast of the increasingly complex body of law and court decisions. Thus, as the police officer must become a progressively more knowledgeable person, police training must become more intensive and extensive.

There are three specific reasons for turning mandated in-service training from a dream to reality in addition to the generalities set out above. One is that attacks on police officers in Maine are on the upswing. In 1975 there were 461 assaults reported on Maine's 1,773 officers; in 1976 there were 608 attacks. ^{2/} A Maine legislative committee has commenced to investigate the issue of attacks on police. This body's deliberations may underscore how important it is to meet the evident need to give all patrol officers and detectives as well as sheriff's personnel in-service training and how to make themselves safer as they go about their duties.

A second reason is that serious crime, including robbery and aggravated assault, increased in 1976 over 1975, according to data presented in Crime in Maine - 1976.

A third reason for making the mandated in-service training become reality is an apparent national trend toward sizable damage awards and settlements stemming from civil litigation which is based

^{1/}State of Maine. Department of Public Safety, Crime in Maine - 1976, page 74.

^{2/}State of Maine. Department of Public Safety, Crime in Maine - 1975, page 51.

on an initial police field action. The trend toward a greater number and ever more costly adverse findings in civil cases should cause trainers to commit substantial effort to making police officers ever more aware of such issues as probable cause, use of force, vehicular negligence, pursuit driving, search and seizure, etc. In the past 20 years nationally, over 100 damage verdicts exceeding a million dollars each have been awarded in personal injury cases. Moreover, and indicative of the trend, judgments in or exceeding this amount are occurring almost twice a month. ^{3/} Clearly, there must be intensified, scheduled in-service training designed to prepare officers to perform their complicated work well within the context of criminal law and civil propriety.

Concerns set out above are those which have prompted to Cumberland County authorities to press the in-service training issue.

The Problem Facing the Maine Criminal Justice Academy

Personnel of the Maine Criminal Justice Academy and members of the academy board of trustees are fully aware of their role -- to ensure that all sworn police officers in the state receive basic as well as regular in-service training. They are also aware that they cannot fulfill their dual mission within the confines imposed by the current dollar appropriation from the legislature. Too few dollars have meant insufficient staff, an inadequate number of recruit classes each year to meet demand, and very little in-service training. The specifics of these appropriations-imposed limitations are set out below.

Faculty Cut-backs

The Maine Criminal Justice Academy presently has three full-time training officers to handle municipal, corrections, and in-service programs. Earlier there were more.

Assigning but one person to handle the in-service program statewide has proven unworkable. While the demand for law enforcement training is on the increase, the present posture is to decrease or retain the status quo in relation to increasing of staff to aid in meeting this need. What is happening seems a sharp contradiction to apparent need.

^{3/} See Brief Number 76-3, July, 1976, Police Related Damage Awards and Settlements. Evanston, Illinois: Americans for Effective Law Enforcement, Inc., page 3.

Insufficient Recruit Training Classes

There are some \$283,000 in state funds allocated to the Maine Criminal Justice Academy in fiscal year 1977. This amount is sufficient to stage three 12-week basic training courses during the 12 months with a maximum of 35 trainee officers per class. The dilemma is that during this year the number of applications from counties and cities throughout the state for trainee class seats exceeds this 105-person maximum by upwards of 100. Clearly, need outstrips the academy's ability to train officers to the mandated basic minimum. A crisis in basic training is imminent, as greater numbers of newly appointed police are not able to be trained to the mandated level within a year owing to the academy's lack of funds.

In-Service Training Lags Sharply

There is also a crisis statewide in in-service training which is a direct spinoff from the extraordinary demand for basic training. Understandably, the Maine Criminal Justice Academy board of trustees has asserted that basic training takes precedence over the provision of in-service training. Therefore, available state funds are committed first to recruit schools and, if they are sufficient (which is not now the case), to in-service courses. The upshot is that this year, and for at least one year prior, there have been no state-appropriated funds directly spent on refresher training.

The Maine Criminal Justice Academy staff has arranged for and provided a certain, though modest, amount of in-service training statewide this year. However, these courses have not stemmed from state-appropriated funds. Rather, they are the fruits of a modest federal grant of \$12,000. These funds will be expended by January, 1978. At that time the state's ability to give in-service courses will effectively end because of the absence of funds.

The Criminal Justice Academy has accomplished much with its LEAA grant, although the programming has been insufficient to constitute an in-service training program suited to the probable intent of the state's training law. The academy, with the approval of the board of trustees, has given specialized seminars in fingerprinting, auto theft investigation, photography, etc., of from one day to two weeks duration at Waterville, Bangor, Presque Isle, and Portland. It has also arranged for three hours of certified training to be given each week at about 12 sites across the state, concentrating on areas more remote and where in-service training has taken place with less frequency. There have been about 30 total hours given (over 10 weeks) in most of the sites through August, 1977.

Personnel who have attended the Criminal Justice Academy's grant-sponsored specialized and regional courses have, for the most part, done so on their own time, voluntarily. A few have attended as their duty assignment, notably in the special seminars. Some officers have been paid overtime to attend, although as in Cumberland County, very few forces report they have funds appropriated for this purpose. Instructors, courses, and lesson plans have been approved by the academy board of trustees and certified by the Criminal Justice Academy.

Interestingly, Cumberland County forces are not the only region in which there is wide disparity between provisions for in-service training officers. For example, union agreements differ on pay for training: Waterville officers are slated by contract for 30 in-service training hours each year, of which 15 are paid for and 15 are on the officers' time. The Auburn force's union agreement mandates its personnel to be given 80 hours a year of training, all at one and one-half times pay. Finally, most forces simply don't have the funds to cover in-service training overtime costs, as is the case in Cumberland County. This is what is vexing the chiefs and other personnel, too.

Attempts to Redress the Problem

Maine and Police Criminal Justice Academy officials have pursued three paths in their efforts to shore up training of all kinds statewide. One was described above -- seeking federal funds to cover some of the costs. The other measures are described below:

County and Local Forces May In-Service Train

The criminal justice academy has advised that any county or municipal force desiring to train may provide employees whatever is deemed essential to present. However, the Maine Criminal Justice Academy staff insists that if academy training credit is desired, the courses, instructors, and sites must first be approved by the board of trustees. Some forces in Cumberland County have provided in-service training from time to time, as indicated earlier. However, certification was not sought for all of these courses.

It is commendable that the Maine Criminal Justice Academy staff has taken certified in-service training to places other than the headquarters academy at Waterville. Moreover, it is also important that the academy board of trustees will certify courses which are not given by academy staff but which warrant certification. These are ones of high quality slated for presentation at sites locally, as in Cumberland County. This underscores the importance for forces to plan courses, select instructors and schedule in-service training well in advance of their being given so that the Criminal Justice Academy may assure quality and coordinate offerings.

It appears that whenever county and local forces can arrange for funds to pay personnel to attend in-service courses that there will be much more of these types of certified training. Its virtue is that costs of transport, food, and housing for personnel can be reduced in contrast to sending personnel to Waterville, clearly an advantage to the localities.

A Penalty Assessment Proposal

The third measure taken by police officials in Maine to break the training log jam has not yet proven fruitful. This is securing the passage of a penalty assessment legislative proposal introduced before the 108th legislature in February, 1977.

The penalty assessment proposal, when it becomes law, will levy a surcharge on fines and penalties which will accrue for the operation of the Maine Criminal Justice Academy. It is estimated that in its first calendar year the law will raise about \$400,000 for training, well in excess of the current state appropriation. Moreover, when passed, the surcharge law will mean that most, if not all, of the state appropriation for training will be unnecessary and may be allocated by the legislature for other important purposes. The penalty surcharge proposal has the backing of several groups, including the Maine Sheriffs Association, the Maine Chiefs of Police Association, and the Governor's Advisory Committee on the Problems of Law Enforcement.

The measure passed the Maine Senate in May, 1977 but was indefinitely postponed in the house in June, 1977. Presently, the proposal is in limbo, but it may still be brought back for further consideration during the 1978 legislative session.

III. FINDINGS AND CONCLUSIONS

The following specific findings and conclusions can be drawn from the above analysis:

1. Sufficient dollars must be provided for the Maine Criminal Justice Academy so that the police training statewide may be brought into line with state law.
2. The penalty assessment proposal should be passed by the legislature in 1978 and signed by the governor. It is the most timely, appropriate means to assure the long-range funding of basic and in-service training for Maine's almost 2,000 police officers.
3. Police officer union/association groups as well as the associations of city and county governments should join in supporting the penalty assessment proposal.
4. Some funds derived from the penalty assessment law should be allocated to cities and counties to help defray the salary costs of officers in training.
5. With passage of the penalty surcharge law, the academy board of trustees should set appropriate in-service training standards. Moreover, after a specified time, the penalty section of the state training law should be enforced should some jurisdictions fail to in-service train personnel.
6. All sworn personnel in Cumberland County up to the level of chief or sheriff should be in-service trained each year.
7. The most pressing in-service training needs in Cumberland County should be determined by a local designee and a Maine Criminal Justice Academy staff representative by December 1, 1977. A 1978 in-service training program should be projected and the courses given.
8. The Cumberland County sheriff and/or the Maine State Police should do all possible to provide patrol coverage for small cities while officers are in training.
9. The in-service training standard per officer, when set, should be no fewer than 40 hours annually.

IV. RECOMMENDATIONS

The most direct means of resolving the in-service training vacuum is related to funding. Dollars must be provided to two classes of recipients: 1) to the Maine Criminal Justice Academy, and 2) to police forces at the county and municipal levels of government. There are other questions which must be resolved in anticipation of funds, too.

State Financing

The legislature and governor may embrace either of two logical avenues to provide sufficient dollar wherewithal to put the Maine Criminal Justice Academy training program on solid footing:

1. acting favorably on the now indefinitely postponed penalty assessment statute proposal; or
2. by means of a state appropriation far in excess of the present \$283,000.

Over both the near and long range, passage of the penalty assessment proposal appears by far the most appropriate move. By law, sufficient funds would accrue to the Maine Criminal Justice Academy each year to underwrite very solid, urgently needed recruit and in-service training programs. Moreover, the law's passage would put the training program on hard money in sufficient amount to make the training law work. Passage would also provide sufficient funds to permit the Criminal Justice Academy to hire a training coordinator to work with the 33 forces in the three training regions in the southwest part of the state, including York and Cumberland Counties. A second coordinator could serve the same purpose over the rest of Maine. Finally, there is abundant precedent for this kind of legislation, as eight other states have adopted similar acts: Arizona, California, Indiana, Massachusetts, Nebraska, Oregon, South Carolina, and Texas.

If the legislature fails to pass the penalty surcharge measure, state-appropriated funds substantially in excess of the amount now allocated must be spent for the Criminal Justice Academy during the next and ensuing fiscal years if the legislature intends that police training be conducted up to the intent of the law. The prospect for such an appropriation appears gloomy given the state's recent fiscal picture.

It is recommended, therefore, that the legislature and governor in partnership collaborate to bring the penalty surcharge proposal to reality during 1978. Moreover, it is recommended that the various police officer and trooper associations and police unions in the state join the groups already sponsoring the proposal. They

have the most to gain--proficiency in their duties and greater officer safety. It is also recommended that the Maine Municipal Association and the Maine County Commissioners Association embrace the proposal, too, since it may mean some fiscal relief in training police. The quest for the penalty surcharge law must feature a unified front with neither a break in the ranks nor any lukewarm enthusiasts.

County and Municipal Financing

When passed and operative, funds stemming from the penalty assessment statute should take some of the fiscal pressure off the cities and counties. It is recommended that the academy board of trustees allocate surcharge-derived funds to defray a specified percentage of each officer's pay while in either basic or in-service training. If surcharge revenues prove well in excess of predictions, a greater percentage could be covered. The penalty surcharge, then, clearly should help city and county governments come up with adequate dollars to see that their officers are trained to the state standard.

If the legislature fails to pass the penalty surcharge measure or to make a dramatically larger appropriation, police forces in Cumberland County (indeed, forces statewide) will face the same familiar dilemma -- how to induce governing bodies to commit funds for training. There is no clearcut answer to this issue other than through local persuasion which, to date, has not had much success. Police union and employee organization pressure is another possible avenue, these personnel being the ones most jeopardized by the absence of in-service training. However, asking officers year after year for their "good will" and appealing to their "commitment to the service" rings hollow at some point. Clearly, forces throughout Cumberland County (and statewide, too) must have the dollar support to make a carefully-planned, attractive long-range in-service training plan work.

Mandating In-Service Training

It is recommended that the academy board of trustees immediately move to set appropriate in-service training standards as soon as the penalty surcharge act is passed. Moreover, the board should announce its intent to enforce the penalty section of the state training law, allowing for the appropriate passage of time during which to get the state's officers in-service trained to the standard.

In the absence of a surcharge act or a large adequate state appropriation for training, the board seems forced to continue as is -- not specifying the parameters of mandated in-service training. Moreover, there should continue to be no effort to enforce Section 2806, since it would still have no teeth in terms of in-service training.

The Mechanics of In-Service Training

Irrespective of financing and the administrative specifics of the training law, the Maine Criminal Justice Academy and Cumberland County forces must reach agreement on several aspects of in-service training. Accord is within reach, and a spirit of state-local cooperation was apparent during the consultant's on-site period in August. Of course, in-service training would be far easier to organize and stage if questions of state and local funding were favorably resolved. Nevertheless, principal issues and approaches to important mechanics are set out below.

Who Should Be In-Service Trained?

Almost all sworn police personnel in Cumberland County should receive in-service training each year to comply with the apparent spirit of the state law. The academy board of trustees should set out the specifics when the mandate is formalized by policy, after financing is resolved. The question of whether or not chief officers or sheriffs should be required to be trained to the mandated standard should be resolved, too. At a minimum, however, it is recommended that all sworn personnel up to the level of chief or sheriff be obliged to be in-service trained. This will be about 385 police.

Which In-Service Courses?

No single course or program will accommodate every training need in Cumberland County owing to the differences of personnel by rank and role in forces. For example, patrol officers should have 40 hours of in-service training which differs in many respects from that which commanders of records and communications divisions should be given. Detectives should receive in-service training which is different in many ways from that which patrol shift supervisors should be given, etc. The size of forces impacts on the need for courses, too.

What these differences in rank and role, compounded by the dramatic differences in the numerical strength of forces in Cumberland County ranging from the one-person force in New Gloucester to 167 in Portland, mean is that several courses must be given each year. The nature and duration of courses, their scheduling and content, the instructor, the number of times they are given and repeated, where and at what hours they are given, and so forth should be the product of a countywide assessment of in-service training needs. Of course, every course should be certified by the Maine Criminal Justice Academy, too.

It is recommended, at the outset and until fiscal problems are resolved both by the county's forces and the academy, that a local force in cooperation with the Criminal Justice Academy staff determine the most pressing in-service training needs countywide for 1978. Since it is the largest force and has had a full-time training division for years, the Portland department might logically

serve as the focal point locally to assess needs. This need not be a permanent role for Portland, although it should not be ruled out.

Each force in the county should be polled about what its in-service training needs are, and a program for 1978 should be formulated and projected over the 12 months. Tentative dates and sites should be set after being cleared with the 17 forces to determine the greatest utility and prospective attendance. Lt. Fred Greaves of the Sanford Police Department in York County is seasoned in assessment and may be willing to help at the outset.

As a cooperating partner in the facilitation of in-service training, the Maine Criminal Justice Academy should act promptly on certifying the courses. Should there be problems with some, measures to resolve the difficulties should be initiated at once. Ideally, the 1978 calendar year program should be set by December 1, 1977. This will enable the 17 forces to maximize personnel and capitalize on the seats available in a host of courses.

While the courses having highest priority for 1978 are yet to be determined, they probably will include several of the following:

- Firearms training and gun use policy
- Criminal law changes, including search and seizure
- Crisis intervention and battered children
- Personal defensive tactics
- First-line supervision
- Burglary investigation
- Robbery investigation
- Arson investigation
- Collective bargaining and employer-employee relations
- Traffic accident investigation
- Credit card fraud and checks

The duration of each course can be set only after the tentative selections have been made, a calendar set out, instructor and site availability determined, and so forth. Nevertheless, an attractive coordinated in-service training package for 1978 can be set. If carefully worked out, it should prompt substantial excitement among police in the area and go over very well. Cumberland County's in-service program could become a model for other training regions in the state.

Where Should the Training be Given?

In-service classes may be slated for several different places in Cumberland County. Firing range training may be set for South Portland and the Scarborough State Police barracks, where there are adequate facilities. Classrooms of sufficient size, comfort, lighting, parking, and access are found in South Portland, Portland, Westbrook, the Scarborough State Police barracks, and at Cape Elizabeth. These should be used as appropriate. Arrangements for certain seminars or other in-service training may be made with officials of the Southern

Maine Vocational Technical Institute in South Portland, too. Finally, facilities at Waterville may be scheduled, although there is a cost factor which does not make this site as attractive as doing the training in the county.

What About Delivery Techniques?

No one means of delivery will accommodate every course slated for Cumberland County personnel. Nevertheless, the principal technique appears to be scheduling a 40-hour block over five days and repeating it for as many weeks as necessary to accommodate the persons who must attend. For example, if there are 250 patrol officers in Cumberland County and all are going to attend, the 40-hour block will have to be given about six or seven times to handle classes of 35 to 40 personnel. This judgment will be tempered by considerations of different shifts, vacations, military leaves, sicknesses, court appearances, sites, and so forth. Scheduling relief for officers in training will bear on the process, too.

Not all courses need to be given so many times. For example, a course on arson investigation could be set for, say, 16 hours over two days and be given once. All persons whose attendance was urgent could be scheduled into the course as their regular duty. A month later, many of the same personnel may be assigned to attend 24 hours on other types of investigations -- photography, crime scene work, criminal law, etc. In this fashion employees in special roles could achieve their 40 hours each year.

A first-line supervisory course for sergeants and lieutenants will probably have to be given at least three times to accommodate the approximately 50 persons filling these roles. A firearms proficiency and gun use guideline refresher course may span up to eight hours and should be offered as many times as necessary to accommodate all personnel who are armed. This will be upwards of 400 persons.

There are certain courses given outside the state to which a few personnel from some forces may be assigned to attend. Such courses include highly specialized ones given by the FBI at Quantico, Virginia; the Southern Police Institute in Louisville, Kentucky; the Northwestern University Traffic Institute at Evanston, Illinois; seminars in Boston at Northeastern University, etc. Some training seminars are given in-state at various campuses of the University of Maine or at the Southern Maine Vocational Technical Institute. Officers of all ranks may be assigned to attend these, as many have on earlier occasions. These types of specialized courses should be certified by the academy board of trustees as meeting the in-service training mandate for as many hours as the courses span.

Roll call training is another possible delivery technique. Here training aids prepared by the International Association of Chiefs of Police may be used at the onset of each shift as in-service preparation. The IACP's "Training Keys" and sight/sound films are suited for use by virtually any size force and warrant consideration by the Maine Criminal Justice Academy staff and the county chiefs as an acceptable, certified training component.

Roll call training is given in brief, daily form. For example, many departments conduct training for from 5 to 20 minutes at the beginning of each tour of duty and utilize the IACP's "Training Keys" or films. While the short daily roll call training sessions for police officers have great value, these programs should be supplemented by an annual period of intensive in-service training planned by chiefs in Cumberland County and officials at the Criminal Justice Academy.

Closed circuit television could be the basis of delivery at a later date after its utility and availability are fully considered by county chiefs and the Maine Criminal Justice Academy staff. Also, talkback television systems may be assessed as a delivery mechanism, too. Finally, cassette tapes may be evaluated as a delivery means. These aids have been provided officers on patrol in some very rural, small forces for in-service training in states other than Maine. Personnel play the tapes while cruising, listening to presentations on subjects of high relevance to police in isolated areas. Game and fish law enforcement, timber law violations, dairy livestock issues, search and seizure, etc., could be reduced to tapes of relevance to Maine's officers whose work often brings them into contact with issues of these kind. If this means of delivery is tried, each cassette program's content should be certified by the Maine Criminal Justice Academy staff. As officers pass tests based on each cassette, a certain time should be counted toward each participant's annual training.

Certifying and Projecting Program

If certified courses are to be given in Cumberland County, it is important that instructors, hours, and curriculum be approved before training takes place. This is most readily accomplished when each of the eight state training regions, including Cumberland County as Region II, projects training needs for the forthcoming calendar year and clears the program through the Maine Criminal Justice Academy. This will allow the criminal justice academy staff to make the most efficient use of instructor time, visual aids, facilities, and so forth. Moreover, it will instill an orderliness in the training which would be lacking if the eight training regions failed to project training for the year and instead acted as loosely

federated conglomerates of forces literally competing with each other for resources. An advanced projection, for as long as a year ahead, is essential underpinning to a coordinated statewide program.

The Maine Criminal Justice Academy must guard against duplication of in-service training. If not coordinated through the criminal justice academy and projected for, say, a year, there is a danger that there will be wasteful duplication of programs in locales almost adjacent to one another.

The Small Community and In-Service Training

Maine has many very small police forces, some of which are in Cumberland County. Two specific problems face these departments which are not so intensive in the larger forces. One is that by far the principal police service requirement in small cities is uniformed patrol. The other concerns how small forces can "free" personnel so they can be in-service trained.

Perhaps the most commonly offered reason, often highly valid, for a small force not providing police training of adequate quality and duration, is that the force is comprised of very few personnel. An officer cannot be simply taken from the street and sent to a week of in-service training without a replacement. Large forces have a relatively easier time doing this, though not without hardship in the absence of budgetary appropriations and special employment practices. Smaller communities cannot arrange for training without either an impressive dollar appropriation or the assistance of nearby forces or the state police to replace personnel in training.

It is recommended that the unique problems facing small forces not be ignored. It is urged that their governing bodies make special efforts to provide funds to be sure officers receive refresher training. Moreover, it is recommended that in Cumberland County the sheriff and/or the Maine state police do all possible patrol coverage for small cities while officers are at school. Either the sheriff or the state police (or perhaps both in cooperation) could schedule a personnel reserve pool of, say, five officers to stand in for local officers who are away for a week of training. A cost-sharing formula could be worked out to help ease the local cost.

How Many Hours Should Be Mandated?

Exactly how many hours of in-service training should be mandated each year is an issue which the academy board of trustees must face. Any proposal will spark a degree of controversy.

It is recommended that the standard, when set, should be no fewer than 40 hours annually. This figure is not one stemming from research. Rather, it is a product of empirical experience and an appreciation of the police role in both urbanized and rural settings. It is also the minimum figure set out by the two most prestigious national reports on police in the past 10 years: 1) the 1967 report of the President's

Commission on Law Enforcement and Administration of Justice; and 2) the 1973 report of the National Advisory Commission on Criminal Justice Standards and Goals. The 1967 document 4/ said that, "It is doubtful...that yearly training needs can be fulfilled in less than one week."

The 1973 report 5/ devoted for greater space to in-service training. The core of its recommendation is that:

"Every police agency should, by 1975, provide for annual and routine training to maintain effective performance throughout every sworn employee's career. Every police agency should provide 40 hours of formal in-service training annually to sworn police employees up to and including captain or its equivalent. This training should be designed to maintain, update, and improve necessary knowledge and skills. Where practicable and beneficial, employees should receive training with persons employed in other parts of the criminal justice system, local government, and private business when there is a common interest and need."

4/ The President's Commission on Law Enforcement and Administration of Justice, Task Force Report: The Police. Washington, D. C.: U.S. Government Printing Office, 1967, page 140.

5/ The National Advisory Commission on Criminal Justice Standards and Goals, Police. Washington, D.C.: U.S. Government Printing Office, 1973, page 404. Also see pages 404-408 for additional information about in-service training.

The suggestions made throughout this technical assistance report are in accord with standards and recommendations set out by both the President's Crime Commission in 1967 and the National Advisory Commission on Criminal Justice Standards and Goals in 1973. With a solid conceptual base, what remains is for the Cumberland County police executives and the Maine Criminal Justice Academy staff to implement both the short- and long-rang programs set out earlier in this report.

The future of in-service training in the county looks promising, given the support of police in 17 forces and a cohesive relationship with state training officials. As sucessful training is provided, the county and cities will enhance their prospects of attracting still more state and federal funds for additional improvements. Police officers should be able to go about their duties in greater safety, and the public should receive better service.

These are compelling reasons for moving ahead at once and, concurrently, resolving the issue of funding such training for the entire state.