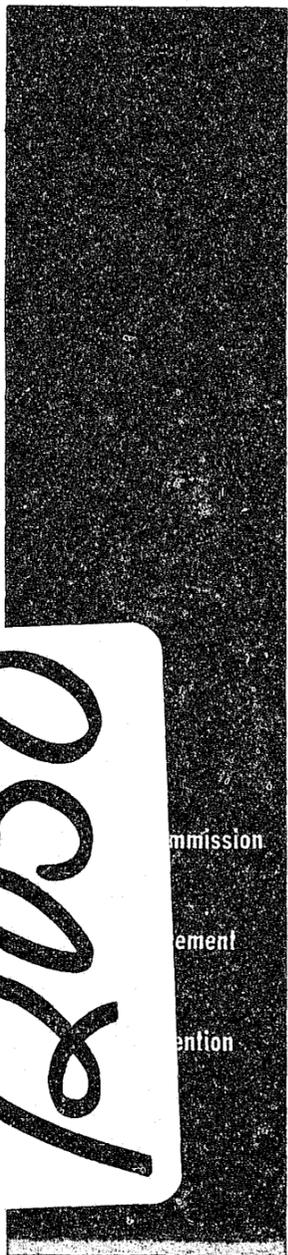


**SALARIES AND TRAINING
FOR KENTUCKY POLICE**

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FOR KENTUCKY POLICE**

A Proposal By

**The Kentucky Commission on Law Enforcement
and Crime Prevention**



72050



Frankfort, Kentucky
January, 1970

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"Police salaries must be raised, particularly by increasing maximums. In order to attract college graduates to police service, starting and maximum salaries must be competitive with other professions and occupations that seek the same graduates."

"All training programs should provide instructions on subjects that prepare recruits to exercise discretion properly, and to understand the community, the role of police, and what the criminal justice system can and cannot do . . . Formal police training programs for recruits in all departments, large and small, should consist of an absolute minimum of 400 hours of classroom work spread over a four-to-six month period so that it can be combined with carefully selected and supervised field training."

"Every general enforcement officer should have at least one week of intensive inservice training a year. Every officer should be given incentives to continue his general education or acquire special skills outside his department."

THE CHALLENGE OF CRIME IN A FREE SOCIETY:

A Report by the President's Commission
On Law Enforcement and Administration of Justice

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In an effort to acknowledge and thank some of the many who have participated in this effort, we list the following names — some of the very many — who have given their time and experience toward the formulation of this proposal.

The Police Task Force met twice in the past year to advise the Kentucky Crime Commission's staff. Its members are: **William M. Arnold**, Captain, Danville Police Department; **Vernie Bidwell**, Chief of Police, Owensboro; **A. M. Carter**, Major, Lexington Police Department; **Chester A. Dettlinger, Jr.**, Sergeant, Louisville Police Department; **Paul D. Dobbs**, Patrolman, Louisville Police Department; **Albert Garnick**, Captain, Newport Police Department; **Robert A. Grant**, Captain, Jefferson County Police; **E. C. Hale**, Chief of Police, Lexington Police Department; **James G. Hines**, Chief of Police, Somerset; **C. J. Hyde**, Chief of Police, Louisville Police Department; **Thomas E. Kelley**, Sergeant, Ashland Police Department; **Sam Luttrell**, Chief of Police, Hazard; **James H. Mayes**, Captain, Kentucky State Police; **Joseph Megerle**, Asst. Chief of Police, Covington; **James R. Richardson**, Asst. Chief of Police, Ashland; **John T. Rogers**, Sheriff, McCracken County; **Freeman Sudduth**, Asst. Chief of Police, Frankfort; **Douglas L. True**, Chief of Police, Frankfort; **N. Lee Tucker**, Chief of Police, Winchester; **Charles West**, Chief of Police, Henderson; **Larry E. Wilson**, Training Officer, Hopkinsville Police Department.

Henry Broderson, Franklin, Kentucky, President, Kentucky Municipal League and **Glenn Lovern**, Executive Secretary, Kentucky Municipal League and the following mayors who serve on the Board of Directors of the Kentucky Municipal League: **Bernard Bowling**, Mayor, St. Matthews; **Robert Cherry**, Mayor, Paducah; **Willie Dawhare**, Hazard, Past President, Kentucky Municipal League; **Holmes Ellis**, Mayor, Murray; **Charles Gantrell**, Mayor, Ashland; **Robert D. Graham**, Mayor, Bowling Green; **Dan Hallenberg**, Mayor, Anchorage; **Claude Hensley**, Mayor, Covington; **Eben Henson**, Mayor, Danville; **William Layne**, Mayor, Morehead; **William O'Daniel**, Mayor, Shively; **John Price**, Mayor, Erlanger; **Bruce Ross**, Mayor, Ft. Thomas; **Kenneth Schmied**, Mayor, Louisville; **Irvine Terrill**, Mayor, Owensboro; and **Charles Wylie**, Mayor, Lexington.

And others: **J. M. Alsip**, Kentucky Department of Education, Bureau of Administration and Finance; **Palmer Baken**, Agent in Charge, FBI; **John B. Breckinridge**, Attorney General of Kentucky; **Dennis E. Bricking**, Attorney; **B. C. Brown**, Subcommittee Chairman on Police Standards and Training, Kentucky Bar Association; **James Clark**, Kentucky Finance Department; **Frank Heller**, Louisville, President, Kentucky Municipal Finance Officers' Association; **Lt. Col. Robert Holt**, Paducah Police Department, President, Fraternal Order of Police in Kentucky; **Prof. John C. Klotter**, Assistant Director, Southern Police Institute; **Norman Lawson**, Legislative Research Commission; **David A. McCandles**, Director, Southern Police Institute, Louisville; **Col. William Newman**, Commissioner of Public Safety, President of Kentucky Peace Officers Association; **Stephen T. Porter**, Executive Director, Louisville Crime Council; **Richard H. Quehl**, Chief of Police, Ft. Thomas; **J. Luke Quertermous**, Attorney; **Terry Regan**, Lexington, President, Kentucky Municipal Works Association; **Richard Robertson**, Attorney; **Clyde Rouse**, Erlanger, President, Kentucky City Managers' Association; **Herbert Sledd**, Attorney; **Robert Stone**, Executive Director, Kentucky Law Enforcement Council; **Honorable Raymond L. Suell**, Jefferson County Juvenile Court Judge; **Harry N. Sykes**, Mayor Pro-Tem, Lexington; and **Don Wintersheimer**, Covington, President, Kentucky Municipal Attorneys' Association.

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CHAPTER I

POLICE IN KENTUCKY:

A Look at Salaries and Training

A Police Task Force, made up of representatives from 15 urban and rural Kentucky police departments, met with the Kentucky Crime Commission's staff in April, 1969, and cited inadequate salaries as the major reason for low morale, difficulty in recruiting high quality men, a high rate of moonlighting, and a large turnover in personnel in Kentucky's law enforcement community. During this two week period of consultation, the Task Force convincingly maintained that the need to raise salaries was the most pressing problem facing police administrators in Kentucky.¹

Median starting salaries for patrolmen across the country ranged from \$4,920 to \$5,834 in 1966, depending upon the size of department. The National Crime Commission also reported little differential between entrance and maximum pay levels for patrolmen and went on to recommend that police salaries at least be made competitive with those received by craftsmen and other skilled workers.²

Table A provides current information on police salaries in Kentucky as developed in surveys conducted in 1968 and 1969 by the Kentucky Crime Commission.

TABLE A. Kentucky Police Salaries

City Class	1968 Survey Recruit Average		1968 Survey Maximum Patrolman		1969 Salary Survey Total Dept. Average	
	An- nual	per 40 hr. wk.	An- nual	per 40 hr. wk.	An- nual	per 40 hr. wk.
1	\$6121	\$2.94	\$7469	\$3.59	\$7876	\$3.79
2	4972	2.39	5652	2.72	6648	3.19
3	3809	1.83	4332	2.08	4578	2.20
4	3938	1.89-1.40*	4312	2.07-1.54*	4737	2.28-1.67*
5 & 6	3567	1.71-1.12#	3942	1.81-1.24#	2896	1.87-1.23#
County Patrol	5408	2.60	6059	2.90	7700	3.70

* Based on the 54 hour average police work week in fourth class cities.

Based on the 61 hour average police work week in fifth and sixth class cities.

The salary table supports the position of those police administrators who believe current salaries in Kentucky prevent effective law enforcement. That is, if personnel is the key to the effectiveness of a service agency like policing and if the premise that increased com-

compensation attracts better personnel holds, then the table gives a strong indication of why laws are not being more effectively enforced. Recruit pay for 340 Kentucky cities with populations under 20,000 persons (3rd through 6th class cities) averaged under \$4,000 per year, and no fewer than 70 departments offered a maximum salary for patrolmen which was the same as recruit pay. Louisville, the state's only first class city, had the highest pay scale of any municipal department. However, a 1968 Fraternal Order of Police survey showed that Louisville was below average at all ranks—\$1,220 less for starting patrolmen and \$3,011 below average for captains—when compared with 18 similar-sized U. S. cities.³

In Lexington, patrolmen start at \$2.84 per hour and the average for all officers is \$4.08. This is substantially lower than the minimum salaries paid in the construction industry in the Lexington area as shown in Table B.⁴

TABLE B
MINIMUM SALARY: Construction Industry—Lexington Area

Laborers	\$3.40 per hour
Plasterers	4.25 " "
Lathers	4.65 " "
Carpenters	4.65 " "
Bricklayers	5.20 " "
Plumbers	5.35 " "
Electricians	5.45 " "
Ironworkers	5.95 " "
Sheet Metal	6.05 per hour

Minimum classroom teacher salaries are set by the State of Kentucky at \$2.97 and the average teacher salary is now \$3.55 per hour. Under the Minimum Foundation Program, enacted by Kentucky's General Assembly in 1954, the state pays about 40 percent of the teacher salaries in Jefferson County and up to 90 percent in some of the less affluent counties.⁵

Louisville ranks third highest in the state for average salaries paid to classroom teachers. Teacher salaries are based on a nine-and-one-quarter-months work year and range from a low of \$4,378 for non-degree teachers to a high of \$9,710 for experienced teachers with education beyond the masters degree level. Louisville patrolmen salaries range from a low of \$6,121 to a high of \$7,469 for a full twelve-month work year with no adjustments reflecting educational attainments.

There is no attempt here to say that police salaries should be equal to that of teachers, construction workers or any other particular

wage earning group. But if local police agencies are to compete successfully for quality manpower to perform increasingly complex and critical police services in both urban and rural Kentucky, salaries for policemen will have to be raised and incentive pay begun.

The Task Force ranked training along with higher salaries as a critical need for police in Kentucky. It also suggested that these two issues be attacked simultaneously since salary raises for untrained and untrainable men would do little to improve police services.

Some indication of the present status of police training in Kentucky became evident in the 1968 survey conducted by the Kentucky Crime Commission. It revealed that 80 percent of the police departments in Kentucky's fourth, fifth and sixth class cities offered no formal training to their recruits and that no urban or rural police department in the state required annual inservice training for its men.⁶

The same survey showed, moreover, that 96 percent of Kentucky's police administrators desire more training for their men and that 80 percent of them believe salary supplements from the state are essential for any real progress in upgrading local police personnel.

State Assistance To Local Police

The present practice of relying exclusively on local communities to offer professional training and adequate compensation to their police has, on the whole, failed. Whether because of a low tax base or a lack of concern—or for whatever other reason—the cities have not met these obvious needs. In more than a few states, consequently, local communities are turning to state governments for assistance in meeting local law enforcement needs.

The state, of course, has a law enforcement responsibility. Local police are expected to enforce state laws. And it is not unreasonable to expect the state to see that the laws it has enacted are enforced firmly and fairly by competent law enforcement personnel. The citizens and guests of Kentucky should enjoy the assurance that they will receive equal protection no matter where in Kentucky they live, work or visit. Kentucky's improving highway system and the continuing development of its many resources are making almost all parts of the state more accessible and inviting to out-of-state guests as well as to its citizens. The state should insist, at the very least, on a minimum level of knowledge and competence from all sworn policemen who have been given authority to apply and enforce the laws of the Commonwealth.

Some states have accepted this responsibility by passing laws making basic police training mandatory. However, a mandatory

training law (particularly when it includes a minimum educational requirement of a high school degree) has been opposed by many local officials in Kentucky because the higher standards imposed would obviously require higher salary offerings from the cities for policemen.

Salary and Training Recommendations

If certified basic training is required before a local department can qualify for state support, however, the salary supplement will become an effective means not only of attracting and retaining qualified personnel in the police ranks but also of upgrading police training. It would constitute a major step toward improving police services uniformly and equally throughout the state.

The Kentucky Crime Commission has reached these conclusions:

1. Higher salaries and improved training for local police in Kentucky are imperative.
2. The state itself must accept financial and political responsibility for these dual objectives if immediate and practical progress is to be realized.
3. The state salary supplements must be substantial enough to improve significantly the local communities' police efforts.
4. The state agency appointed to administer the program must have the authority to enforce controls which will insure the actual improvement of participating local departments.

FOOTNOTES – Chapter I

1. At the invitation of the Kentucky Crime Commission, police representatives were sent by the mayors of Kentucky's major cities for a two-week seminar in March, 1969 on police in Kentucky, problems and recommendations. The Task Force met again in December, 1969. Cities represented at the Task Force included: Ashland, Covington, Danville, Frankfort, Hazard, Henderson, Hopkinsville, Lexington, Louisville, Newport, Owensboro, Paducah, Somerset, and Winchester.
2. Task Force Report: The Police. A report of the President's Commission on Law Enforcement and Administration of Justice, pp. 134-135.
3. Salary Survey, Kentucky Fraternal Order of Police, 1968.
4. Police Department Facilities Analysis, The City of Lexington, Kentucky. June 26, 1969.
5. Interview with Mr. J. M. Alsip, Kentucky Department of Education, Bureau of Administration and Finance. August, 1969.
6. Kentucky Crime Commission, Survey of Local Police (1968).

CHAPTER II

POLICE SALARY SUPPLEMENT:

A Proposal for Kentucky

Adequate salary supplements and strong administrative controls are built into the Kentucky salary supplement proposal. No city will be required to participate, but those that wish to do so will have to meet stringent minimum requirements covering salaries and basic as well as inservice training.

The state will pay local governmental units twenty-five (25) percent of the minimum salary for which each officer is qualified. The minimum salary proposed is \$5,000 for a recruit, plus specific salary increases for educational attainment, longevity and special training. Participating localities will contribute the remaining seventy-five (75) percent.

Where a city is already meeting the minimum salary obligation imposed by the plan, it will be entitled to the twenty-five (25) percent state support and an additional fifteen (15) percent of any salary above the designated minimum.

Maximum cost to the state during the first full year of this program's operation is estimated at \$4.3 million. The total required if all departments meet the \$5,000 minimum is \$3,700,000. Another \$91,500 will provide for longevity and \$5,000 will establish a program of educational incentive pay; \$335,700 will be paid under the 15 percent formula and administrative costs will run approximately \$100,000.

In order to insure the upgrading of police departments and personnel, the following controls are recommended:

1. Local Participation

To receive the state supplement, a unit of local government must enact a local ordinance requiring its police departments to comply with the standards set by the administering agency.

State supplements will be paid directly to the municipality that has enacted the requisite ordinance after its department has qualified for participation in the program by substantially complying with the inservice training requirement of subsection 3 below.

This supplement program is designed to substantially increase the salaries of individual police officers who have met minimum standards and to encourage self-improvement through additional education and specialization. Accordingly, the supplement should, in large part, be paid directly to the certified officer. Because police administrators indicate that their present salary scales may contain more inequities at one level than another, however, only 85 percent of the amount going to a municipality will be automatically redistributed to the qualifying officer. The remaining 15 percent would be allocated to departmental salaries in any manner determined by the department after approval by the administering agency. Supplemental state payments could not be used to supplant existing local funds allocated to police salaries.

2. Administration

This program could be administered by:

- (a) the Department of Public Safety;
- (b) the Kentucky Law Enforcement (training) Council;
- (c) another existing state agency; or
- (d) a new statutory agency or commission.

3. Authority

The agency designated to administer the program would:

- (a) establish a central personnel file of all Kentucky police officers employed by participating departments;
- (b) require all police officers *employed after* passage of the qualifying ordinance to have at least a high school education or its equivalent;
- (c) require all police officers *employed after* passage of the qualifying ordinance to attend and successfully complete a basic police training course within one year after the date of employment and at a school certified by the agency;
- (d) require all police officers to attend and successfully complete annually a 40 hour inservice training course at a school certified by the agency;
- (e) request local departments receiving salary supplements to assist other participating departments with basic police services when they are short of manpower due to officers attending required basic or inservice training courses;
- (f) require participating departments to show proof of compliance with all statutory requirements pertaining to local police

departments (uniform crime reports, fingerprinting, felons, etc.);

- (g) require such records and verification thereof as may be reasonably necessary to the administration of the program;
- (h) issue all other reasonable rules and regulations necessary to the administration of the Act;
- (i) suspend payments to departments or persons who are found to have misused available funds under the Act;
- (j) in its discretion suspend payments to individuals or departments for non-compliance with (b), (c), (d), (f), (g) and (h) above.

4. Training

The agency shall certify those training schools and programs which, when successfully completed, will qualify the officer and his department for participation in the state salary plan.

5. Appeals

Appeals from decisions of the administering agency will be taken directly to the Franklin Circuit Court.

Elements of Proposed Salary Supplement Plan

1. Minimum Salaries

- (a) The basic minimum salary will begin at \$5,000 and increase to \$5,500 and \$6,000 at the start of the second and third year respectively.
- (b) Longevity pay equal to \$2.00 per month per year will begin at the fourth and continue through the 20th year of service.
- (c) Educational incentive pay equal to two (2) percent of the basic minimum salary is awarded for every block of 15 semester credit hours up to maximum of 120 college credits. Possession of a bachelor's degree will entitle the officer to an eighteen (18) percent increase above the basic minimum and a masters degree will authorize a twenty-three (23) percent increment. This provision will not apply retroactively.
- (d) Specialized training will be encouraged by awarding a two (2) percent increase over the basic minimum salary for completion of each 240 classroom hours in addition to the annual inservice training required of all officers. This provision will not apply retroactively.

2. Rate

The minimum salaries of all sworn officers (minimum basic plus longevity plus education incentive plus specialized training) in a department will be totaled in order to establish a "departmental minimum salary base." A state supplement equal to twenty-five (25) percent of this "departmental minimum salary base" will be paid to each participating unit of local government. If the local budget for police salaries plus the state supplement does not equal the "departmental minimum salary base," the municipality will be required to increase its appropriation in order to qualify for participation in the program. If a police department's actual total salaries are in excess of the "departmental minimum salary base," a state supplement equal to fifteen (15) percent of said excess will be paid to the local unit of government.

3. Operation of Proposed Supplement

TABLE C

PROPOSED MINIMUM SALARY SCHEDULE

	Educational Incentive-Credit Hours			
	High School	15	60	BS
Starting	\$5000	\$5100	\$5400	\$5900
2nd Year	5500	5610	5940	6490
3rd Year	6000	6120	6480	7080
4th Year	6024	6144	6504	7104
10th Year	6168	6288	6648	7320
20th Year	6408	6528	6888	7560

The following examples illustrate how the principles set forth in subsections 1 and 2 above will operate:

EXAMPLE A

Department now pays new recruit	\$3600 per year
State support (25% of \$5,000)	1250
	<hr/>
Additional city support required	\$4850
	150
	<hr/>
With state supplement, his salary will be	\$5000

Distributed at discretion of municipal department after approval by administering agency (applies only after the minimum salary is met) \$0.

EXAMPLE B

City now pays 10-year patrolman with 15-hours college credits \$7500 per year. With state supplement, he will be paid \$8,990. The city will receive an additional \$263 to distribute in departmental salaries.

State minimum	\$6288
Subsidy rate	.25
	<hr/>
State subsidy	\$1572
Excess of actual salary over minimum	\$1212
Subsidy rate	.15
	<hr/>
State subsidy	\$181.80
Total subsidy	\$1753.80
Rate to individual	.85
	<hr/>
Paid to individual	\$1490.47
Distributed at discretion of municipal department after approval by administering agency	\$263.33

Methodology and Cost Estimates

During July and August, 1969, the Kentucky Crime Commission staff obtained salary information from every police department in first, second, and third class cities and from the four major county patrols. A 15 percent random sample was drawn from fourth, fifth and sixth class cities and projections were then made for total salaries, years of service, and educational attainments of the remaining 85 percent. Costs were calculated under the prescribed formula which calls for the state to pay twenty-five (25) percent of the minimum salary schedule to which each officer is entitled plus fifteen (15) percent of any excess paid by the department over the minimum.

Table D presents the estimated cost of this program and gives a breakdown of expected support by class of city.

CHAPTER III

POLICE SALARY SUPPLEMENTS:

Other State Plans

Kentucky would not be the first state to accept the responsibility for upgrading local law enforcement through direct subsidies to local police agencies. Prior to the passage of the Omnibus Crime Control and Safe Streets Act of 1968, at least two states, Maryland and Louisiana, had initiated state-sponsored subsidies for local police. Their approaches differed substantially however.

The Maryland Plan

The "State Aid for Police Protection Fund" was established in 1967 and began returning state funds to local governmental units in fiscal 1968.¹ From an initial appropriation of \$16 million, the legislature increased its support of the Fund to \$27 million in fiscal 1970.²

In order to qualify for assistance, a Maryland community must employ a full time policeman and spend over \$5,000 annually for police services. Approximately 105 of the state's 176 subdivisions have qualified to date, and each receives an amount determined by a complicated formula involving population density, current expenditures for police, and aggregate wealth of the jurisdiction. In 1968, Baltimore received nearly \$9.8 million of the appropriated \$16 million.³

The Superintendent of State Police now administers the Fund. He is empowered to set minimum standards appropriate to local police in varying localities of the state. As long as the standard is "appropriate" for the agency, however, there is no apparent limit on the subject matter toward which these standards may be directed. Additional regulations established by the Police Training Council must also be met by participating departments and failure to comply authorizes the Superintendent to withhold the subsidy.⁴

While the Maryland Act stipulates that the funds are "to be used exclusively to provide adequate police protection," it also states that no local unit of government need spend more for police than the sum of .09 percent of its wealth base plus an amount equal to state subsidy. Therefore, if one of the qualifying localities is already spending more than this amount for its police, it can divert the subsidy to other community purposes. Captain Hugh M. Everline, who manages the Fund for Maryland's State Police, states that the subsidy is being used to upgrade local police, but he adds that

TABLE D
COST OF STATE SUPPLEMENT

City	Actual Pay	Minimum Base	Longevity Base	Total Base	Departmental State Supplement		
					25 Percent	15 Percent	Total
1st Class City	\$4,875,228	\$3,635,000	\$121,848	\$3,756,848	\$939,212	\$167,757	\$1,106,969
2nd Class	4,031,882	3,431,000	100,028	3,531,028	882,757	77,315	960,072
3rd Class	1,298,778	1,566,500	26,477	1,592,977	398,244	1,548	399,792
4th Class	2,173,500	2,697,440	55,200	2,752,640	688,160	1,040	689,200
5th Class	972,934	1,292,522	13,228	1,305,750	326,437	296	326,733
6th Class	83,160	115,500	1,218	116,697	29,174		29,174
County Patrol	2,649,012	2,016,000	48,024	2,064,024	516,006	87,747	603,753
Sub Total	16,084,494	14,753,962	366,023	15,119,964	3,779,990	335,703	4,115,693
				Educational Incentive			5,000
				Sub Total			4,120,693
				2 percent error			82,413
				Total			4,203,106
				Administration			100,000
				Total first year			4,303,106
				10 percent increase 2nd year			430,310
				2nd year Total			4,733,416
				Biennium Total			9,036,522

some localities have diverted funds for non-police objectives as permitted under the Act. Since the Fund has grown substantially and was begun as part of an overall tax revision designed to return revenue from the state's property tax to units of local government, the resulting support of multiple community purposes should not have been particularly surprising.

Baltimore has used its subsidy for law enforcement, and police officials there cite increased salaries as the principal reason for the success of its recent recruiting program. Because of the state subsidy, it has raised its recruit starting salary from \$5,700 in 1967 to \$7,400 in 1969. After five years a patrolman can reach a top level of more than \$9,800 per year. The 418 vacancies existing in the department in 1967 have now been filled. Some 1,000 recruits have actually joined the force during this two year period to fill the vacancies created by retirements, promotions, and resignations.⁵

Table E shows the increase in the budget of the Baltimore Police Department as a result of the subsidy.

TABLE E

Baltimore Police Department Budgets

Year	Total Budget	State Subsidy
1966-67	\$33.9 million	
1967-68	45.6 million	\$ 9.8 million
1968-69	47.8 million	12.5 million
1969-70	54.5 million	17.9 million

The Louisiana Plan

To improve "the enforcement of state laws by municipal police officers," Louisiana has offered state salary supplements since 1957.⁶ All full-time officers qualify to participate in the program after one year of service. No training, recruitment or other standards are imposed. The State Department of Public Safety sends the supplement directly to the officer after receiving a list of personnel from the mayor of each participating municipality. The supplement depends upon the individual's time of service:

- \$16.60 per month for officers with over one year of service;
- \$33.32 per month for officers with over three years of service;
- \$50.00 per month for officers with over six years of service.

Localities must include the additional state compensation in the calculation of deductions to be made from an officer's pay for state

and federal income tax, social security, and state or local retirement. They must also increase their employer contributions to applicable retirement systems or pension funds.

In 1968 the Act was amended to provide for an increase in the state supplements to \$50, \$75, and \$100 per month, according to longevity. No appropriation has yet been made which would permit the state to pay this increase, however. Cost of the lower rate (still in effect) will be approximately \$1.7 million in fiscal 1969.⁷

The Safe Streets Act

It is fair to say that before the Omnibus Crime Control and Safe Streets Act passed in 1968, few states had made a substantial commitment to assist local police and practically none had chosen to supplement salaries. Limited state assistance had more frequently taken the form of training, laboratory examinations, central records and communications, or a resident trooper program.

The Safe Streets Act provided that no more than one-third of the federal funds received by a state could be used to compensate personnel — and then only to match, on a 50-50 basis, local or state increases.⁸ Because most projects under the Act received a more substantial federal share — 60 percent for equipment or training and 75 percent for control of riots or organized crime — the conclusion is inescapable that Congress intended to discourage federal subsidies for local police salaries. The legislative history of the Act reveals that the salary provision "proved to be quite controversial" and that the House originally deleted it entirely, explaining that as federal support of research, training, equipment and innovations increased, local governments would be able to devote more local resources to the solution of personnel compensation problems.⁹

Concerned that "responsibility for law enforcement not be shifted from state and local government levels," Senators Scott, Hruska, Dirksen and Thurmond opposed the use of any federal funds for local salaries. Indicating that they were "not indifferent to the low pay of the nation's law enforcement officers," the Senators nonetheless concluded that "dependence upon the federal government for salaries could be an easy street to federal domination and control . . . and difficult if not impossible . . . to abandon. . ."¹⁰

Since passage of the Safe Streets Act attempts have been made in at least three states to subsidize local police salaries.

Massachusetts

In 1968, Senate Bill 1173 was passed by the legislature but vetoed by the Governor. It proposed a minimum \$7,500 annual salary for all

regular, full-time police officers throughout the state. During the first year the local jurisdiction would have to pay a minimum of \$6,000 with the state contributing \$1,500. Thereafter, the local minimum was raised to \$6,750 and the state share reduced to \$750.

In 1969, two bills were introduced and both were defeated. House Bill 4003 authorized the state to reimburse each city and town for that part of the salary paid to each police officer or firefighter in excess of \$9,000 per year. As in the previous year's bill, no standards designed to upgrade policing were incorporated into this bill. House Bill 1075, however, offered incentive pay for officers furthering their education: from a six percent increase for successful completion of 10 college semester hours, the supplement would have increased to a total of 20 percent for a bachelor's degree and 30 percent for a master's degree.

Delaware

The Delaware legislature has recently made \$1 million available to the Delaware Law Enforcement Planning Agency (that state's counterpart to the Kentucky Crime Commission) for assistance to local law enforcement agencies.¹¹ Samuel R. Russell, Executive Director of the Planning Agency, states that approximately \$1,800 per officer was made available to localities during fiscal 1970 and that, while not required to do so, most units of government made a substantial portion of this money available to supplement police salaries. While no minimum standards were required of recipients during the first year, the Delaware Agency has announced that, in the future, the state supplement will not be available to compensate personnel unless the local jurisdiction increases its contribution to assure its officers a \$6,000 minimum recruit pay.¹²

Florida

Like Delaware, Florida has appropriated state funds for assisting local law enforcement agencies since enactment of the Safe Streets Act. Unlike Delaware, however, the \$400,000-plus appropriated by the legislature for fiscal 1969 is specifically designated to match the federal funds coming into the state (whether used by state or local agencies). To finance this increased state support, a dollar extra has been attached to all fines (except parking) in Florida. According to Allan Hubanks, Administrator of the Inter-Agency Law Enforcement Planning Council, continued state matching of Safe Streets Act funds may come from a dollar assessment on every \$1,000 of vandalism insurance written in Florida. As yet, no attempt has been made to increase police salaries out of these funds.¹³

The Florida legislature has also authorized salary supplements for local police personnel but no appropriation has yet been approved.

Under the plan, a minimum salary of \$6,000 would be supported by the state in the following way: (1) the state will provide 15 percent of the officer's present salary; (2) local governmental units provide 15 percent of the existing salary for all salaries equal to or less than \$4,600. For those salaries from \$4,600 to \$5,200 the local government would contribute only that amount necessary to raise the sum of the existing salary plus the 15 percent state contribution to \$6,000; (3) since the total 30 percent contribution of both the state and local government does not meet the \$6,000 minimum for those existing salaries of \$4,600 or less, the state will contribute the necessary difference to meet the \$6,000 minimum.

In order to encourage local legislative bodies to offer their law enforcement personnel the highest possible compensation, local governments would receive an additional state grant of 15 percent of any salary paid in excess of the \$6,000 minimum. These funds would be distributed at the discretion of the local law enforcement agency for use as either salary or fringe benefit programs.

An additional five percent of present salary would be contributed by the state to any law enforcement officer above the level of patrolman whose present salary is less than \$6,000. The purpose of this increment is to establish a salary differential between all officers who have earned less than \$6,000 prior to the minimum salary requirement, but whose rank and length of service experience vary. It is believed that this factor would help to avoid a problem of morale which might easily result if an upper-grade officer who had been on the force ten years were suddenly earning no more than a beginning patrolman.

Consistent with the goal of raising the level of training for law enforcement personnel, the above plan for a minimum required salary would be applicable only to those who have met the requirements of the Florida Police Standards Act, including completion of a 200-hour recruit course. Longevity, formal and special education, and the ability of a community to pay are not provided for in the plan.

A tentative schedule of the Florida salary supplement plan is shown in Table F.

TABLE F
TENTATIVE SCHEDULE FOR STATE AND LOCAL
SUPPLEMENTS TO SALARIES OF LOCAL LAW
ENFORCEMENT OFFICERS - FLORIDA

Present Salary	Local Contribution (15% of Present Salary)	Minimum Local Contribution to Reach \$6,000	State Contribution (15% of Present Salary)	Additional Contribution State to Reach \$6,000	(Sum of New Salary Columns 1-5)
\$7000	--	--	\$1050	--	A
6900	--	--	1035	--	A
6800	--	--	1020	--	A
6700	--	--	1005	--	A
6600	--	--	990	--	A
6500	--	--	975	--	A
6400	--	--	960	--	A
6300	--	--	945	--	A
6200	--	--	930	--	A
6100	--	--	915	--	A
6000	--	--	900	--	A
5900	--	--	885	--	A
5800	--	--	870	--	A
5700	--	--	855	--	A
5600	--	--	840	--	A
5500	--	--	825	--	A
5400	--	--	810	--	A
5300	--	--	795	--	A
5200	--	\$ 20	780	--	\$6000
5100	--	135	765	--	6000
5000	--	250	750	--	6000
4900	--	365	735	--	6000
4800	--	480	720	--	6000
4700	--	595	705	--	6000
4600	\$690	--	690	\$ 20	6000
4500	675	--	675	150	6000
4400	660	--	660	280	6000
4300	645	--	645	410	6000
4200	630	--	630	540	6000
4100	615	--	615	670	6000
4000	600	--	600	800	6000
3900	585	--	585	930	6000
3800	570	--	570	1060	6000
3700	555	--	555	1190	6000
3600	540	--	540	1320	6000

Incentive Pay

The few states which have considered salary supplement programs usually neglect to include education and specialized training incentives; some do not even attempt to establish or raise minimum recruit and training standards. Many cities, however, do encourage their police personnel to attend college. A recent IACP survey revealed: of 783 responding agencies, 448 arrange working hours to permit officers to attend college; 278 pay part or all of the tuition cost; 68 give credit on promotional exams; 20 offer higher starting salaries for college graduates; 33 provide pay increases for college units successfully completed; and 14 require a certain amount of college work annually as a condition of employment or for salary increments.¹⁴

The following examples illustrate how incentive pay plans are designed in several communities.

(a) Fairlawn, New Jersey

Members of the Fairlawn police department receive \$22 per month for each block of 15 credit hours completed at a college certified by the New Jersey Police Standards Council. An officer with a bachelor's degree can start his police career at \$2,500 more than one who has received no college training.¹⁵

(b) Gilroy, California

Officers in the Gilroy Police Department who possess an associate degree receive a five percent salary bonus and those with a bachelor's degree a ten percent increase in pay. Another five percent is added if an officer completes 50 departmental approved classroom hours and is active in a service organization.¹⁶

(c) Monroe, Louisiana:

Monroe pays its officers a monthly bonus for completion of college credits as follows: 32 semester hours - \$50; 64 semester hours - \$75; 96 semester hours - \$100; bachelor's degree - \$150; and a master's degree - \$200.¹⁷

(d) Arlington County, Virginia:

Arlington, Virginia is a county of 200,000 people and employs 249 sworn police officers. In 1968, the county police department, in cooperation with a citizens committee, made a study of incentive plans for college trained officers and as a result adopted a plan for its department. The plan became effective July 1, 1968, and provides a two percent increase for each block of 15 semester hours (up to 120 hours), eighteen percent for a bachelor's degree, and twenty-three percent for a master's degree. This plan became effective July 1, 1968.¹⁸

The Future

Because of the obvious need to attract and retain capable law enforcement personnel, the U. S. Congress may reconsider the one-third salary limitation on Safe Street monies. Of course, even with the removal of this limitation, last year's \$63 million federal appropriation would not have permitted significant across-the-board salary raises for existing law enforcement personnel. Nor will a \$275 million appropriation during the second year of the Safe Streets program bring significant salary increases for the nation's 420,000 police officers — unless, of course, equally critical needs for improvements in training, communications, research, courts, prosecution, defense, and corrections — to mention but a few — are ignored. Recognizing this, Representative Claude Pepper, who chairs the House's select Committee on Crime, recently announced that he is considering a federal accreditation program establishing educational, salary and training criteria for local police departments; as much as 85 percent of the federal funds directed to an approved department would be earmarked for personnel compensation.¹⁹

Representative Pepper's proposal indicates that an entirely new program embracing minimum federal standards is possible if the states do not act. Action or inaction by the states may determine the federal response to the critical problems in the area of criminal justice. State action or inaction should also have an influence on the evolving state-federal relationship at a time when demonstrated state responsibility is the strongest argument for an increased return of federal funds in the form of bloc grants.

FOOTNOTES — Chapter III

1. Md. Rev. Stats., chap. 15A, 835.38 (1967).
2. Id.
3. Id.
4. Id.
5. Telephone conversation with Dr. Franklin G. Ashburn, Director of Planning and Research, Baltimore Police Department, September, 1969.
6. La. Rev. Stat., Title 33, Sec. 2217.
7. Id.
8. Omnibus Crime Control and Safe Streets Act, 82 Stat. 197-601, (1968).
9. U. S. Code Congressional and Administrative News, 90th Congress, 2nd Session. Vol. 2, pp. 2280-81, 1968.
10. Id.
11. Senate Bill 335, passed July 11, 1969 by the Delaware Legislature.
12. Telephone conversation with Samuel R. Russell, Executive Director of the Delaware Law Enforcement Planning Agency, November, 1969.
13. Telephone conversation with Allan C. Hubanks, Administrator, Inter-Agency Law Enforcement Planning Council, November, 1969.

14. Crockett and Moses, Incentive Plans for Law Enforcement Education, *The Police Chief*, Vol. XXXVI, No. 8, p. 28, August 1969.
15. Telephone conversation with Chief Lewis Risacher, Chief of Police, Fairlawn, New Jersey, September, 1969.
16. Florida Inter-Agency Law Enforcement Planning Council, Florida State Planning Agency, A Plan to Upgrade Law Enforcement Personnel in the State of Florida, p. 6, 1969.
17. Id.
18. Id.
19. Rep. Claude Pepper (D-Fla.), *Crime Control Digest*, p. 2, September 10, 1969.

CHAPTER IV

POLICE TRAINING: Approaches for Kentucky

If the salary supplement proposal outlined above is not accepted or funded, the Kentucky Crime Commission nevertheless recommends immediate enactment of *mandatory minimum training standards* for every policeman entering police service after July 1, 1970. Police training of sufficient length and quality, whether under a mandatory Act or through inducements provided by salary supplements, will have to become a reality in Kentucky.

The Commonwealth of Kentucky took a significant first step toward meeting the training needs of local police when the General Assembly of 1968 authorized and funded the Kentucky Law Enforcement Council, and named among its functions and powers:

"To establish and maintain a police training program and schools with personnel employed or engaged by the Council, or through such persons or organizations, public, including federal, or private, as it may deem appropriate, or through a combination of the foregoing; and To prescribe standards for the approval and continuation of approval of schools at which law enforcement training courses required under this Act shall be conducted, including but not limited to minimum standards for facilities, faculty, curriculum, and hours of attendance."¹

The Kentucky Law Enforcement Council accepted 30 police officers from 17 departments into its first class in July, 1969. The first training course of 132 hours was increased to a 160-hour curriculum in September, 1969, at the request of the recruits themselves. Although the 160-hour training program falls far short of the nationally recommended 400-hour minimum, it is a step closer to the 200-hour model curriculum suggested by the Directors of the State Councils on Police Training and Standards.* (Appendix I)

In addition to its training program presently located on the campus of Eastern State University in Richmond, the Kentucky Law Enforcement Council has certified the local training programs of the Lexington, Louisville, Owensboro, and Jefferson County Police Departments, as well as that of the Kentucky State Police. Surveys by the Kentucky Crime Commission, however, show that 80 percent of the police departments in the state's fourth, fifth and sixth class cities offer no formal training to their recruits and only half the departments in the state's populous third class cities offer training to police recruits. No urban or rural police department in the state requires annual inservice training for its men.²

Central Training Academies

Twenty-two states are operating central training academies and sixteen more states have a police training academy in the planning stages. In most instances the central training academy is designed primarily to serve police departments not providing their own training opportunities and are often associated either with a State Police Academy or a university.

The location of a training academy is important. It should be central to the law enforcement population of the state as well as geographically central. It should be easily accessible from principal highways and air fields and there should be easy access to institutions of higher learning, principally legal and medical schools. It should be able to accommodate firearm and driver training.

There seems to be general agreement among the states with a training academy that in addition to the necessary dining and dormitory accommodations, a training academy should also feature the following physical facilities:

1. classrooms, with removable partitions, to seat at least 35 trainees;
2. a large lecture room;
3. closed-circuit television capabilities;
4. a library with law enforcement books, periodicals and instructional material to be available to other state agencies as well as academy students;
5. an indoor firing range with electronically controlled targets and an ammunition storage area;
6. an outdoor firing range to accommodate shotgun and grenade training;
7. a gymnasium and athletic field;
8. a vehicle driving range, oval in design and including a skid pan for emergency driving practice.

Regional Training

Some states have chosen a regional approach to police training in preference to a centralized academy for training. Several advantages to the regional concept are mentioned by these states. They are:

1. Trainees can commute more easily to the training site;
2. The utilization of existing facilities avoids major construction costs;

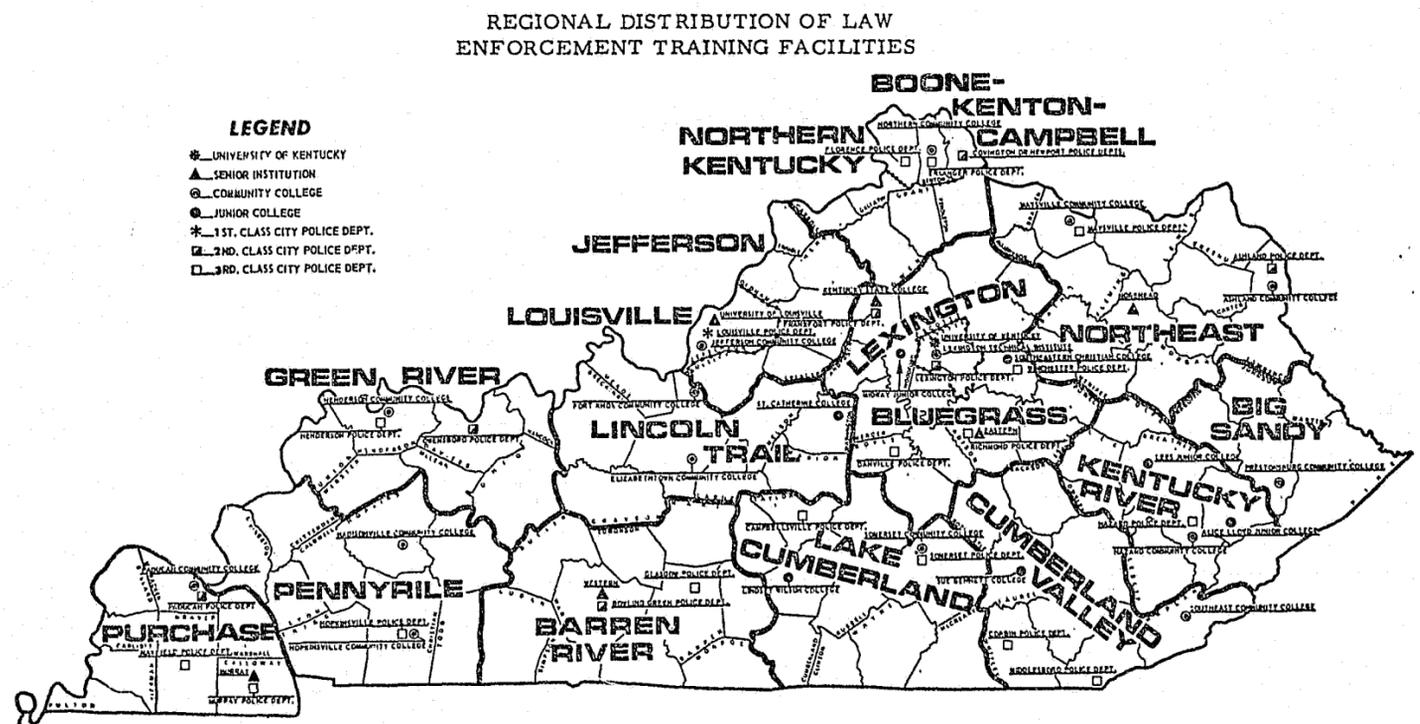
3. Trainees from smaller departments with critical manpower shortages can give part-time service to their departments during training periods;
4. A policeman can be trained in his own locale by instructors familiar with local problems and in the company of trainees with whom he will later work.

Existing facilities, capable of being used as regional training sites, are a determining factor in the development of a regional approach to police training. Wallace McMurray, police specialist on the staff of the Kentucky Crime Commission, has prepared an overlay map of Kentucky showing possible regional sites for police training programs. See page 23.

In addition to fixed regional training sites, a practical supplement to the regional training concept is now possible with mobile training units. The mobile unit, constructed on a reinforced mobile-home frame, is equipped with EDX multi-phase equipment, movie and overhead projectors, and desks for 34 trainees. In its 1970 Comprehensive Criminal Justice Plan, the Kentucky Crime Commission will offer a mobile facility as one of its projects for police training.* (Appendix II).

The far-reaching network of the Kentucky Educational Television Authority offers Kentucky's local police departments another alternative for supplementary and inservice training. O. Leonard Press, Director of the Educational Television Authority and a member of the Kentucky Crime Commission, has stated that his department has both the capabilities and the willingness to assist police training through television.

Educational television, regional sites, mobile units, a centralized academy or academies—these are among the alternatives open to the state if it accepts responsibility for training local police officers enforcing state laws. No attempt is made here to determine which of the approaches, if any, should have preference over the others. That must await further study and the decision of the legislature on salary supplements and mandatory training. In order to offer certified training to the present backlog of insufficiently trained police officers, however, the Kentucky Crime Commission urges a coordinated use of all available resources—academy or academies, regional sites, mobile units, and educational television.



FOOTNOTES -- Chapter IV

1. KRS §15.830.
2. Kentucky Crime Commission, Survey of Local Police (1968).
3. Twenty states have mandatory training laws. Sixteen, including Kentucky, have voluntary training legislation. States have taken various approaches to finance local police training: twelve states assume the entire cost of trainee tuition; several states pay the policeman's salary during training. Seven states have set up a special fund for police training; several have placed an additional tax on criminal fines to help finance training programs. Twenty-two states have asked for federal assistance for local police training. (The states with mandatory training laws are: Arizona, Delaware, Florida, Indiana, Iowa, Kansas, Maryland, Massachusetts, Minnesota, Nebraska, Nevada, New Jersey, New York, North Dakota, Ohio, Oklahoma, Oregon, Utah, Vermont, Virginia.)

APPENDIX I

The following basic curriculum was prepared by the Professional Standards Division of the International Association of Chiefs of Police. The model program, prepared at the request of the Police Standards Council of the State of Florida, was designed with the view of also being used by other states.

TITLE: THE BASIC COURSE

The amount of training for which reimbursement and certification will be granted in the Basic Course shall be a total of 240 hours, with 200 hours received in the training school and 40 hours received in field training in the officers' department subsequent to attendance at a certified training school.

REQUIREMENT

1. Successful completion of 200 hours of instruction in the following minimum prescribed subject areas at a certified training school.

SUMMARY

Introduction to Law Enforcement.....	3
Criminal Law	16
Criminal Evidence	8
Administration of Criminal Law	2
Criminal Investigation	54
Patrol Procedures	38
Traffic Control	20
Juvenile Procedures	6
Defensive Tactics	14
Firearms	26
First Aid	10
Examinations	3
Total	200
I. Introduction to Law Enforcement.....	3
II. Criminal Law	16
Law	12
Law of Arrest.....	4
III. Criminal Evidence	8
Evidence	4
Search and Seizure.....	4
IV. Administration of Criminal Law.....	2

V. Criminal Investigation	54
Report Writing	10
Assaults	2
Auto Theft	2
Burglary	2
Collection of Evidence	6
Injury & Death Investigation.....	6
Interviews and Interrogations.....	6
Robbery	2
Sex Crimes	2
Larceny and Stolen Property.....	4
Scientific Aids	2
Fingerprint Evidence	2
Vice Investigations	6
Miscellaneous Investigations	2
VI. Patrol Procedures	38
Courtroom Demeanor	2
Disorderly Conduct Cases	2
Domestic Complaints	2
Drunk & Drunk Driving Cases.....	2
Field Notetaking & Crime Scene Recording..	6
Mental Illness	2
Patrol Techniques	8
Prowler & Disturbance Calls.....	2
Public Relations	6
Human Relations	2
Crime Scene Procedure	4
VII. Traffic Control	20
Traffic Direction Techniques	2
Citations	2
Traffic Law Enforcement.....	2
Accident Reporting	4
Accident Investigation	10
VIII. Juvenile Procedures	6
IX. Defensive Tactics	14
Arrest Techniques	6
Defensive Tactics	8
X. Firearms	26
XI. First Aid	10
XII. Examinations	3

COURSE SUBJECT OR TOPIC DESCRIPTION

I. INTRODUCTION TO LAW ENFORCEMENT.....	3
1. Law Enforcement Ethics and Professionalization	2
The definition of a profession as it applies to law enforcement. Defines and discusses ethical and unethical acts. Emphasizes the obligation of all officers to conduct themselves ethically and prevent unethical conduct.	
2. Orientation	1
Welcoming of class by ranking officials commanding officers of the school and school officials. Discussion of methods of teaching, rules of the school and other information to orient and motivate the student.	
II. CRIMINAL LAW	16
1. Criminal Law	12
Covers State law relating to criminal acts with emphasis on the elements of crimes, parties to crimes, and the specific sections most frequently used by law enforcement personnel. A limited number of the most frequently used sections of other state codes may also be included.	
2. Laws of Arrest	4
Peace officer's right and duty to make an arrest. Requisites of a legal arrest as set forth in the State Statutes and applicable case law.	
III. CRIMINAL EVIDENCE	8
1. Rules of Evidence	4
Rules of evidence and their application to proper law enforcement. The tests of admissibility applied by the courts, including direct and circumstantial evidence, hearsay, confessions, dying declarations, documentary evidence, competency of witnesses, degrading and incriminating questions, privileged and non-privileged communications.	

2. Search and Seizure	4
Immunity from arrest and legal rights of a suspect. Legal use of force, degree of force and attitudes of arresting officers. Current pertinent case law is emphasized.	
IV. ADMINISTRATION OF CRIMINAL LAW	2
1. Court Organization and Procedures	2
General court organization, procedure and functions including the jury, complaint forms, writs, subpoenas, warrants, and other allied papers and court orders.	
V. CRIMINAL INVESTIGATION	54
1. Report Writing	10
Necessity of reports in law enforcement operation. Requirements of good reports. Basic understanding of types of reports, their use, value and purpose. Types of reports; narrative, elements of composition, general procedure regarding forms, substance, conclusion, statistics. Emphasis on Modus Operandi reports. Development of an appreciation for accurate and complete descriptions of persons and property.	
2. Assault Cases	2
Defines the elements of assault. Distinguishes between misdemeanor and felonious offenses and provides knowledge of investigative techniques necessary to handle assault complaints in a thorough and efficient manner.	
3. Auto Theft Cases	2
Methods and techniques of auto theft investigation. Provides the field officer with a knowledge of the modus operandi of auto thieves and covers laws relating to auto theft and disposition of abandoned vehicles.	
4. Burglary Cases	2
Reviews the elements of burglary. Teaches the general modus operandi of commercial, residential, safe and other burglars and reviews the basic principles of burglary investigations	

from the field officer's viewpoint. Demonstrates the tactics of responding to a burglary-in-progress call and burglary preventive patrol techniques.	
5. Collection, Identification and Preservation of Evidence	6
The proper handling of each type of evidence from the time it is located until it is offered in evidence at the trial. This course will include a discussion of laboratory processing of evidence and the assistance the investigator can expect to receive. Collection, preservation, identification and recording of evidence. Developing and preserving latent fingerprints.	
6. Injury and Death Cases	2
Includes instruction in laws relating to homicide and other cases involving the death of a human being. Provides general preliminary procedures to be taken at the scene of human injury or deaths including necessary reports. Emphasizes the value of physical evidence necessary to establish the cause of injury or death by case investigators and medical examiners.	
7. Interviews and Interrogation	6
Routine interrogations: Approach, attitude, securing complete essential information, evaluation, file checks. To prepare recruit officers to conduct routine interrogations of: Complaints, witnesses, victims, suspects, suspicious persons and citizen informants. To indicate methods and techniques employed in station and field interrogations, touching upon: Separation, approach, attitude and the rights and treatment of subjects. Introduction of methods and use of scientific aids. Statements, admissions and confessions are discussed.	
8. Robbery Cases	2
Reviews the crime of robbery. Analyzes the modus operandi of robbers and reviews the basic principles of robbery investigation from the viewpoint of the field patrol officer. In-	

struction in cover techniques for various kinds of robberies and preventive patrol techniques are presented.

9. Sex Crimes -----	2
Instruction includes laws relating to sex crimes of more common occurrence, and the fundamental techniques of sex crimes investigation. Preventive patrol tactics are discussed to provide officers with knowledge to aid in repressing sex offenses.	
10. Theft and Receiving Stolen Property Cases ---	4
Teaches the elements of the laws pertaining to theft and receiving stolen property cases. Presents the basic investigative procedures for an officer to follow to successfully handle this type of crime. Identifies specialized thefts of the most common occurrence.	
11. Scientific Aids -----	2
Introduction to various scientific aids to investigation. Including the polygraph, tests for intoxication, and the basic capabilities of local, state and federal crime laboratories.	
12. Fingerprint Evidence -----	2
A varied basic indoctrination in fingerprint identification and recognition of major fingerprint patterns. Introduction to location, development and lifting of latent fingerprints.	
13. Vice Investigations -----	6
Investigation of prostitution, gambling and narcotic complaints. Identification of vice operations and operators. Role or organized crime in vice activities.	
14. Miscellaneous Investigations -----	2
VI. PATROL PROCEDURES -----	38
1. Courtroom Demeanor and Testifying -----	2
Stresses fundamentals on how to be most effective as a witness in court. Includes preparation before court. Appearance, manner and	

attitude in court while waiting to testify and while on the stand. Common pitfalls facing the new officers in court. Use of notebook as reference. Techniques helpful when being cross-examined.

2. Disorderly Conduct Cases -----	2
Covers the elements of disorderly conduct violations. Includes techniques and procedures necessary for an officer to follow to effectively enforce laws pertaining to disorderly conduct.	
3. Domestic Complaints -----	2
Defines differences between domestic disputes and civil problems. Gives examples of husband-wife and parent-child disputes and suggests techniques and procedures necessary to settle issues. Presents applicable laws relating to domestic complaints.	
4. Drunk and Drunk Driving Cases -----	2
Presents the elements of the offense of drunk and drunk driving as defined by state law. Provides knowledge on securing the necessary evidence, including scientific tests, and reporting, in order to successfully prosecute drunks and drunk drivers.	
5. Field Notetaking and Crime Scene Recording	6
Methods of taking comprehensive notes in investigation, value of notes, necessity of keeping notes and the preservation of notes. Use of sketches, diagrams and charts in recollection and reproducing crime scene in court. Use of field notes in court and in writing investigation reports.	
6. Mental Illness Cases -----	2
Defines and gives examples of the symptoms of common types of mental illnesses. Presents techniques for the proper handling of persons thought to be suffering from mental illness and the prescribed legal procedures to be followed by patrol officers in emergency and routine cases.	

7. Patrol Techniques	8
Principal purposes of beat patrol: Protection, prevention, repression, identification and apprehension. Types of patrol: fixed, auto and foot patrol. Police hazards: recognition, inspection and control. Operation of police vehicles: on patrol, answering assignment, emergencies and non-emergencies. Methods of developing powers of perception and observation of persons, places and things.	
8. Prowler and Disturbance Reports	2
Methods and techniques necessary to successfully investigate and handle prowler and disturbance calls. Safety precautions for citizens and officers are stressed.	
9. Public Relations	6
Loyalty to the job and organization. Emphasizes self-control, level headedness, courtesy and fairness, good personal appearance, neatness and punctuality. Stresses the importance of exemplary conduct both on and off duty, including temperance, personal domestic relations, off duty activities and integrity. Promotion of good will with the general public, other officers and agencies. The importance of good relations with the news media representatives.	
10. Human Relations	2
Racial and ethnic group relations. The elements of proper relations are stressed. Develops an adequate social perspective, an awareness and understanding of the multiple factors which cause individual and group differences.	
11. Crime Scene Procedure	4
The general principles applicable to all crime scene investigations. Attitude and responsibility of the officer. Need for complete, accurate information, complaint evaluation, crime scene protection and examination. Case preparation for court.	

VII. TRAFFIC CONTROL

1. Traffic Direction Techniques	2
Methods and techniques of manually controlling traffic flow of vehicles and pedestrians by means of hand signals; instruction includes routine intersection and emergency traffic control procedures and practice in standard hand signals and gestures to achieve maximum safety and orderly results.	
2. Citations, Mechanics and Psychology	2
Correct method of writing traffic citations and other citations permitted by law. Psychology of dealing with operators of motor vehicles stopped by officers for a traffic violation. When to cite rather than to arrest.	
3. Traffic Law Enforcement	2
Covers most frequently used sections of the vehicle code. Elements of the violation and their application. Techniques of traffic control and enforcement. Parking problems. Special equipment for traffic control.	
4. Accident Reporting	4
Need for accurate accident reporting. Use of standard report forms and terminology. Supplementary reports. Demonstration and exercises in accident reporting.	
5. Traffic Accident Investigation	10
Method and procedure to be employed in investigating traffic accidents. Parking at scene, questioning witnesses, observation of drivers, checking vehicles involved in accidents, checking roadway, signs and signals, photography and measurements, with special emphasis on hit-and-run.	

VIII. JUVENILE PROCEDURES

Responsibility of law enforcement agencies and various juvenile agencies. Procedure in handling juveniles and obtaining petitions. Proper attitudes, methods and techniques in dealing with juveniles.

IX. DEFENSIVE TACTICS	14
1. Arrest Techniques	6
Includes the officer's approach to a suspect on foot, in an auto, his home or room, and in buildings or other areas. Also includes protection of the officer, search upon arrest, use of the baton, gun and handcuffs, transportation of prisoners from arrest to jail, and custody and transportation of the mentally ill.	
2. Defensive Tactics	8
Teaches the fundamental use of the baton and riot stick, methods of disarming and protection against persons armed with dangerous and deadly weapons, demonstration and drill in a limited number of holds and come alongs, and handcuffing and restraint of prisoners and the mentally ill.	
X. FIREARMS	26
1. Firearms (Legal Aspects)	2
Explanation of the situations in which the use of firearms is warranted, the legal provisions and restrictions imposed on their use by law, court decisions and interpretations. The moral aspects in the use of firearms and safety precautions are stressed.	
2. Firearms (Range)	24
Range safety and etiquette. Firing of the side-arm, qualifications. Including use of bobber or silhouette targets. Familiarization firing of the riot shotgun. The safety features, capabilities, operation and familiarization firing of the department's special weapons, including gas.	
XI. FIRST AID	10
The immediate and temporary care given in case of accident, illness, and emergency child-birth, with poisoning and asphyxiation cases stressed. Course shall qualify students for the Standard Red Cross First Aid Certificate.	
XII. EXAMINATIONS	3
Written examinations covering the subject matter in the basic course are required of all trainees.	

APPENDIX II

Project description for the mobile unit for police training to be presented for application in its 1970 Comprehensive Criminal Justice Plan by the Kentucky Crime Commission.

- A. Title: Police Training – Mobile Facility
- B. Program Objective and Analysis

Responding to a Commission Survey in 1968, nearly all police departments in Kentucky expressed a need for more formal training. Lack of funds, shortage of personnel, inability to obtain relief for personnel being trained and a reluctance by many medium sized and small departments to lose the services of their officers for a four-week period during training are hardships faced in participating in a state-wide training program.

A program should be developed that will bring basic and inservice training into the medium-sized and small rural departments demonstrating a need and desire for formal training but not able to send their officers to a distant or centrally located academy for an extended period of time.

Regardless of the effectiveness of training at the facilities of the Kentucky Law Enforcement Council there remains the problem of reaching those officers who must be trained in their respective regions. The Kentucky Crime Commission study reveals that a program is needed that will afford formal training on a local or regional basis to many of the untrained officers in 80 percent of the fourth through sixth class city departments. This also applies to 50 percent of the third class city departments that give no formal training.

When a mobile police training unit conducts a school in a locality all the departments in the surrounding area will have an opportunity to take the course. In the event applications are more than the unit can accommodate it will be scheduled to meet the training demand. Thus the training program will necessitate close cooperation between the Regional Crime Councils and the Kentucky Law Enforcement Council. The mobile concept will assure a standardized training curriculum on a state-wide basis. Special courses in management and supervision, which have been neglected in the past, should be made available on a local basis to all departments regardless of size.

The mobile police training programs has already proved to be so effective in New Jersey that it has become a state-funded on-going

program. It is a means of providing at the local level ideal "behavior modifying instruction" within a specially designed space. The learning atmosphere, as evaluated by Rutgers University, has been deemed "excellent."

As a result of the use of mobile training units New Jersey's Commission noted a marked trend in the following areas: (1) police administrators seek more inservice training; (2) police officers have been stimulated to engage in furthering their police-oriented education in specialized training and higher education; (3) new and effective teaching methods and techniques tested in the mobile units will be made available to several hundred police instructors throughout New Jersey; (4) other educational authorities are seeking to construct and operate mobile police training facilities in their area modeled on the New Jersey design.

A mobile unit is a classroom contained in a specially constructed mobile home trailer, reinforced, so as to withstand frequent relocation from region to region throughout the state. Each unit is self-contained and generates its own power needs for lighting, ventilation, air-conditioning, and operation of its mechanical teaching aids. A unit is 60' long, 10' wide, with exterior height of 11' 6".

The interior of a mobile unit is designed so as to provide adequate seating for 30 students and two observers. There is ample desk space for each trainee, and an office for the instructors. Instructional aids such as overhead projectors, chalk board, sound system, recorders, slide and movie projectors are permanently installed. Additionally the unit is equipped with EDX multi-phase instructional system. This is an electronically controlled teaching system that gives instant feedback to the instructor on the learning experience of the group.

Curricula for mobile units usually are planned for short courses such as management, directing, understanding human behavior, inspections and short inservice or retraining special schools.

C. IMPLEMENTATION:

The mobile unit will be operated under the direction of the Executive Director of the Kentucky Law Enforcement Council. It will be the responsibility of the director to secure two instructors, one a program-development instructor, and the other an assistant instructor. Both instructors shall work full time. While the unit is being built, the program-development instructor shall be sent to New Jersey for indoctrination and pre-training in the mobile concept. It will also be necessary to hire a part-time tractor driver to move the unit from region to region as required.

Additional Responsibilities of the Executive Director will be: (1) predetermination of selected locations for schools, based on request priority; (2) certification of officers who may attend the schools; (3) certification of those who successfully complete the training; (4) notification of eligible trainees as to dates of attendance; (5) plotting travel routes; and (4) checking availability of utilities and necessary accommodations at regional locations.

Development of training materials such as lesson plans, related handout material, notebooks and visual aids shall be the responsibility of the instructional staff.

Once in operation the mobile unit shall be capable of training 300 officers a year in the basic 4-week course or 1200 in short one-week courses.

D. SUB-GRANT DATA: None

E. BUDGET:

Program total for first year.....	\$83,333.00
1. Salary for instructor — coordinator	
April, May, June 1970	3,000.00
2. Travel & development expenses	
New Jersey, other out of state trips, studies.....	2,000.00
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TOTAL PROJECT DEVELOPMENT.....	\$ 5,000.00
3. Capital outlay, mobile unit, tractor (2-ton).....	\$30,000.00
4. Driver salary	5,000.00
5. Supplies (classroom, lesson plans, etc.)	4,200.00
6. Subsistence, fuel, etc.	12,800.00
7. Instructor-coordinator — full time.....	12,500.00
8. Assistant instructor	11,500.00
9. Secretarial services	1,000.00
10. Telephone, postage, miscellaneous	1,333.00
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TOTAL	\$83,333.00
(1) LEAA Support Requested	50,000.00
(2) State Support Requested	
(3) Local Support	33,333.00
(4) Other Support	
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(5) TOTAL PROGRAM FIRST YEAR.....	\$83,333.00
(6) Applicable Federal-State Contribution Ratio	
60% Federal 40% State/Local	
(7) Prior Funding for Program approved	
Fiscal 1969 Fund Report	\$50,000.00

END