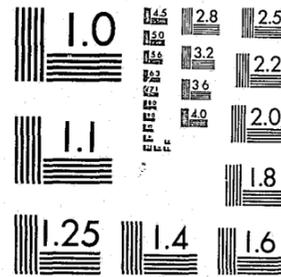


National Criminal Justice Reference Service



This microfiche was produced from documents received for inclusion in the NCJRS data base. Since NCJRS cannot exercise control over the physical condition of the documents submitted, the individual frame quality will vary. The resolution chart on this frame may be used to evaluate the document quality.



MICROCOPY RESOLUTION TEST CHART
NATIONAL BUREAU OF STANDARDS-1963-A

Microfilming procedures used to create this fiche comply with the standards set forth in 41CFR 101-11.504.

Points of view or opinions stated in this document are those of the author(s) and do not represent the official position or policies of the U. S. Department of Justice.

National Institute of Justice
United States Department of Justice
Washington, D. C. 20531

82855

A COMPREHENSIVE PLAN FOR THE DEVELOPMENT OF
MUNICIPAL POLICE TRAINING IN CONNECTICUT

FINAL REPORT

November, 1973

Prepared For:
The Connecticut Municipal Police Training Council

PRC/PUBLIC MANAGEMENT SERVICES, INC.
7600 Old Sprinhouse Road
McLean, Virginia 22101

Author: Frank J. Leahy, Jr.

Public Domain/LEAA
U.S. Dept. of Justice

Funding for this project was provided by the Connecticut Planning
Committee on Criminal Administration and the Law Enforcement Assistance
Administration of the U. S. Department of Justice.

CONTENTS

<u>Section</u>	<u>Item</u>	<u>Page No.</u>
Forward		
Acknowledgements		
1.0	INTRODUCTION	1-1
1.1	Background of the Study	1-1
1.2	Purpose and Scope	1-3
1.3	A Word About Standards and Goals	1-4
1.4	Methodology	1-5
1.5	Plan of the Report	1-5
2.0	SUMMARY OF PRINCIPAL FINDINGS/CONCLUSIONS/ RECOMMENDATIONS	2-1
2.1	Principal Findings and Conclusions	2-1
2.1.1	Recruit Training	2-1
2.1.2	In-service Training	2-3
2.1.3	Supervisory and Executive Development Training	2-4
2.1.4	Specialized Courses	2-5
2.1.5	Specialized Services	2-5
2.1.6	Standards	2-6
2.1.7	Facilities	2-7
2.1.8	Funding and Allied Matters	2-7
2.1.9	Miscellaneous Matters	2-8
2.2	Principal Recommendations	2-8
2.2.1	Recruit Training	2-9
2.2.2	In-service Training	2-10
2.2.3	Supervisory and Executive Development Training	2-11
2.2.4	Specialized Training	2-12
2.2.5	Specialized Services	2-12
2.2.6	Standards	2-12
2.2.7	Facilities	2-14
2.2.8	Funding and Allied Matters	2-15
2.2.9	Miscellaneous Matters	2-17
3.0	THE MASTER PLAN	3-1
3.1	Assumptions	3-1
3.2	Plan Overview	3-3
3.3	Task Statements, Responsibilities and Costs	3-4
3.4	Financial Plan	3-20
4.0	MUNICIPAL POLICE TRAINING IN CONNECTICUT --CURRENT ACTIVITIES AND NEEDS	4-1
4.1	Police Training: An Overview	4-1
4.1.1	Establishing the MPTC and Passage of the Act	4-2
4.1.1.1	Federal Funding	4-5
4.1.1.2	The Barry-Thornton Report	4-11
4.1.2	Current Status of Law Enforcement Training	4-12

NCJRS
 MAR 3 1982
ACQUISITIONS

<u>Section</u>	<u>Item</u>	<u>Page No.</u>
4.1.3	Current and Future Directions for MPTC	4-13
4.2	Findings from Field Data Collection Interviews	4-17
4.2.1	Findings from Interviews of Municipal Police Personnel	4-18
4.2.1.1	Education Requirements and College Enrollment	4-19
4.2.1.2	Recruit Training	4-21
4.2.1.3	In-service and Specialized Training Activities	4-23
4.2.1.4	Status of Agency Training	4-27
4.2.1.5	Outside Training Resources	4-30
4.2.1.6	Training Delivery Methods and Responsibil- ities	4-32
4.2.2	Findings from College and University Per- sonnel	4-33
4.2.2.1	Training versus Education	4-33
4.2.2.2	Methodology	4-34
4.2.2.3	Status of Law Enforcement Higher Education	4-35
4.2.2.4	Education/Training Interface and Collaboration	4-36
4.2.3	Municipal Officials' Perceptions of Police Training Needs	4-37
4.3	Findings About Other Than Recruit Training	4-38
4.3.1	An Analysis of Post-recruit Training	4-38
4.3.2	Police Officers' Perceptions of the Need for Specialized Training Programs	4-44
4.4	Findings from Secondary Sources	4-52
4.4.1	Findings from a CPCCA Manpower Study	4-52
4.4.2.1	Findings from the CPCCA Questionnaire	4-55
4.4.2.2	Observations and Excerpts from the Evalu- ation Draft Report	4-57
4.4.2.3	An Independent Analysis of CPCCA Question- naire Replies	4-60
4.5	Needs as Reflected by Primary and Secondary Sources	4-65
4.5.1	Recruit Training	4-65
4.5.2	In-service Training	4-66
4.5.3	Supervisory and Executive Development Training	4-67
4.5.6	Standards	4-68
4.5.7	Miscellaneous Matters	4-69
5.0	MUNICIPAL POLICE TRAINING IN CONNECTICUT --FUTURE ACTIVITIES AND NEEDS	5-1
5.1	Trends Affecting the Future of Municipal Policing	5-1
5.1.1	External Pressures and Changes	5-1
5.1.2	Internal Pressures	5-3
5.1.3	Implications for Police Training	5-4
5.1.3.1	The Cash-less, Check-less Society	5-5

<u>Section</u>	<u>Item</u>	<u>Page No.</u>
5.1.3.2	Changing Law Enforcement Technology	5-5
5.1.3.3	Changing Attitudes Toward Crime and the Proper Scope of the Criminal Justice System	5-7
5.1.3.4	Changing Police Organization	5-8
5.1.3.5	Police Professionalization	5-9
5.2	Police Standards and Goals	5-10
5.2.1	Standards Relating to the Urban Police Function	5-10
5.2.2	Standards and Goals	5-16
5.3	Career Development in the Municipal Police Service	5-17
5.3.1	Overview and Background	5-17
5.3.2	Career Development	5-28
5.3.3	Career Progression Model	5-29
5.3.3.1	Planned Rotation	5-33
5.3.3.2	Cadet Programs	5-34
5.3.3.3	Career-Path Phased Development	5-35
5.4	Estimating the Number of Municipal Police Officers to be Trained by the MPTC 1973-83	5-40
5.4.1	Purpose and Scope	5-40
5.4.2	Present and Projected Force Composition	5-43
5.4.3	Recruit Training Projections	5-46
5.4.4	Other Training Need Projections	5-50
5.5	Future Activities and Needs -- A Summary Statement	5-50
6.0	THE MPTC: ITS ORGANIZATION, MISSION AND OPERATIONS	6-1
6.1	Introduction	6-1
6.2	Organization and Mission of the Council	6-2
6.2.1	Council Composition	6-3
6.2.2	Powers of the Council -- Standards and Sanctions	6-4
6.2.3	Local Recruit Programs and Instructor Certification	6-6
6.2.4	Supervisory Training Standard	6-9
6.2.5	In-service Training Standard	6-10
6.2.6	Selection Standards	6-12
6.2.7	Education Wage Incentives	6-13
6.2.8	Powers of the Executive Director	6-14
6.3	MPTC Staff Organization and Operations	6-16
6.4	Fiscal Planning for MPTC Programs	6-31
7.0	ALTERNATIVES AND THE DECISION-MAKING PROCESS	7-1
7.1	Recruit Training	7-2
7-2	In-service Training	7-3
7-3	Supervisory Training and Executive Development	7-7
7.3.1	Executive Training Laboratories and Conferences for Officers in Command Positions	7-8
7.4	Specialized Training	7-9

<u>Section</u>	<u>Item</u>	<u>Page No.</u>
7.5	Specialized Services	7-12
7.6	Standards	7-12
7.7	Facilities	7-13
7.8	Funding and Allied Matters	7-13
7.9	Miscellaneous Matters	7-14
Appendix A:	A Report to the General Assembly from the Commission for Higher Education	
Appendix B:	Municipal Police Training Council Minutes of 92nd Meeting	
Appendix C:	An Excerpt from "Programs, Distribution Revision and Termination"	
Appendix D:	Selected Standards from the National Advisory Commission on Criminal Justice Standards and Goals Report -- Police	

FOREWORD

To paraphrase an old expression -- "Everybody talks about training, but nobody does anything about it..."

This is a gross oversimplification -- but it contains more than a kernel of truth.

The fact of the matter is that the status of municipal police training in Connecticut is poor. Currently, Connecticut mandates that each police recruit will receive 23 days of training; then the officer (presumably) is ready to handle any and all situations which come his way.

This, of course, is patently absurd; 23 days of training is grossly inadequate and unfair to the officer who must make life and death decisions and to the citizens of Connecticut.

Something must be done about it; that something is the subject matter of this report. Somebody must do it; that somebody is the Municipal Police Training Council and the police community, the criminal justice community, the Legislature and the Governor. All have a vital role to play in improving the status of municipal police training in the state.

ACKNOWLEDGEMENT

The Planning Research Corporation/Public Management Services (PRC/PMS) study team wishes to express its sincere appreciation to members of the Municipal Police Training Council (MPTC)...

Chief Thomas J. Sullivan, Chairman
Chief Leno T. Berniere, Vice-Chairman
Chief Richard H. Moore, Secretary
Chief Hamlin A. Bell
Commissioner Cleveland B. Fuessenich
Roger T. Goodspeed, Selectman
Chief Joseph W. Kinsella
Chief John G. McNamara
Chief George C. Ranslow
Professor Beldon H. Schaffer
S.A.C. Charles E. Weeks*
S.A.C. Thomas W. Leavitt

...and especially to the members of its Professional Development Subcommittee...

Professor Schaffer, Chairman
Chief McNamara
Chief Moore
Chief Ranslow

...to the staff of the Council for their forthrightness and cooperation...

Richard M. Hannon, Executive Director
Stephen J. Kelly, Director of Training

Training Officers

Thomas A. Bonacum
William P. Higgins
E. James Kazaleh
James P. Kelly
Charles J. Loughrain
Frederic C. Morton
Edwin Rowin, Sr.
James B. Tomassetti

Support Staff

Mrs. Rose Fox
Mrs. Ruth Libbey
Mrs. Helen McMahon
Mrs. Mary Pleines

*Retired from the Federal Bureau of Investigation during the project and replaced on the Council by Mr. Leavitt.

...to members of the Connecticut Planning Committee on Criminal Administration...

H. R. Sterrett, Executive Director
Benjamin Goldstein, Deputy Director
John Burke, Police and Manpower Specialist

...and finally, to the several hundred members of the law enforcement, criminal justice and municipal administration communities and others who participated in interviews, answered questionnaires and cooperated in all of our endeavors. Without their generous assistance, this study would not have been possible.

1.0 INTRODUCTION

1.1 Background of the Study

The Municipal Police Training Council (MPTC) was created in 1965 by the Connecticut General Assembly under Public Act 575. This act provided for mandatory recruit training for all municipal police officers in Connecticut and set up the MPTC as the coordinating body for such training. The specific responsibilities of the MPTC include authorization to:

--Approve or revoke the approval of any police recruit school conducted by municipalities

--To issue certificates of approval or revoke the certificates of approval, of municipal police training schools

--Set the minimum courses of study and attendance and equipment requirements of approved police training schools

--Set minimum requirements for instructors and to qualify and issue certificates to municipal police training school instructors

--Set the minimum basic training requirements of police officers appointed to probationary terms before becoming eligible for permanent appointment

--Recommend categories or classifications of advanced in-service training programs

--Visit and inspect each municipal police training school at least once a year

--Perform such other activities as required to upgrade municipal police training in the state.

With the passage of PA 575, the State of Connecticut assumed responsibility for recruit training and gave requisite authority and responsibilities to the MPTC.

The MPTC operates out of the Connecticut Police Academy, Meriden, Connecticut, which it shares with the Connecticut State Police. The MPTC is governed by a 10 member board plus two ex-officio members. The regular members of the Governing Board include: (1) A Chief Administrative Officer from a town or city; (2) A faculty member of the University of Connecticut; and (3) Eight members of the Education Committee of the Connecticut Chiefs

of Police Association. The ex-officio members include the F.B.I. agent-in-charge in Connecticut and the Commissioner of the State Police.

The MPTC has a permanent staff of fourteen to carry out its responsibilities including an executive director, director of training, eight training instructors, and four support personnel.

The MPTC currently lacks the power to set minimum standards and qualifications for police recruits. A bill to provide the Council with this power was defeated in the General Assembly. It is expected that further attempts will be pursued to gain this authority through the Legislature.

Currently there are three basic recruit schools in operation, in addition to the Connecticut Police Academy, in the Police Departments of Hartford, Bridgeport and New Haven. A fourth school run by the New Britain Police Department operates occasionally on the basis of need. All of these schools are approved by the MPTC. A number of other police departments in the State have training divisions, but such divisions generally focus on meeting in-house training needs.

The 1972 Plan of the Connecticut Planning Committee on Criminal Administration (CPCCA), in reviewing MPTC operations, noted that:

Since July 1, 1966 more than 1,000 local officers have been trained under the guidance of the Municipal Police Training Council. Currently, the Municipal Police Training Council trains about 320 local recruits a year.

In addition to recruit training, the MPTC has sponsored a number of well-conceived in-service and advanced training programs ranging from police instructor schools to supervisors training. These courses were generally run by outside contractors such as the Northwestern University Traffic Institute (NUTI), or the Federal Bureau of Investigation.

Three primary problems currently faced by the MPTC include: (1) A backlog of recruit officers needing training; (2) A need for a variety of training-related physical facilities (e.g., a track for police driver train-

ing, a gymnasium, outdoor ranges, athletic field, etc.): and (3) The need to develop and implement a regular program of post-recruit training. The first problem is gradually being resolved but presents continuing difficulties. The second problem is a pressing one and will require legislative and executive action. The third problem is a particularly difficult one given the limited manpower available to the MPTC.

A fourth problem is the need to develop a comprehensive, long-range Master Plan to guide the development of MPTC operations in the years to come. Development of such a Master Plan is the purpose of this project. As the request for proposal stated:

The MPTC is convinced that it is imperative to objectively critique present training opportunities available to municipal police officers and to project future training requirements. At the same time, instructional methodology, organizational arrangements for delivery of training programs and the resources necessary to carry out a systematic training plan must be identified. A progressive municipal police training system development plan is the objective of the Council and of this project.

This is the background of the study.

1.2 Purpose and Scope

The MPTC request for proposal stated the general goals of the project as follows:

--Determine and describe the nature and volume of municipal police training needs in Connecticut, both as they exist at the present time and as they may be expected to develop over the next ten years.

--Review the role and functions of the Municipal Police Training Council in relationship to these needs and identify appropriate MPTC objectives, approaches, and provisions for meeting these needs on a cost-effective basis.

--Provide a detailed plan for implementing the approach and program determined to be optional, on a cost-effective basis, for meeting statewide municipal police training needs. The plan should include organizations, administrative, and financial requirements and arrangements.

As part of its proposal, PRC/PMS listed the following specific objectives:

--Determination of present and projected municipal police manpower on a statewide basis.

--Collection and analysis of data on levels and types of training already received by all currently employed municipal police officers in the State.

--Review and description of existing program and facilities of the Municipal Police Training Council and other academies training municipal police officers in the State.

--Identification and description of the current and emerging role of the professional municipal police officer in Connecticut in both the local and national perspectives, and analysis of the implications of these findings for the type, level, length and quality of recruit and in-service training in the State.

--Review and analysis of the role and function of the Municipal Police Training Council in relationship to the training need determinations resulting from the above studies and activities...

--Identification, description, and evaluation of alternative approaches and programs through which the MPTC could accomplish the stated goals and objectives.

--Determination and description of the approach and program recommended as being the most operationally effective and economically feasible method of accomplishing both short-range and long-range police training objectives. All significantly relevant organizational, administrative, and financial aspects of the recommended plan should be presented and explained.

--Presentation of a detailed plan for implementation of the recommended program, giving attention to such matters as financing, time-phasing, administrative decision-making, and the development of positive cooperation among the agencies and organizations involved.

1.3 A Word About Standards and Goals

In the course of the study the first of several reports was issued by the National Advisory Commission on Goals and Standards (NAC). The Task Force on Police chaired by Edward M. Davis, Chief of the Los Angeles Police Department, have formulated a series of recommended police standards. It is the conviction of the PRC/PMS study team that the standards and goals formulated by the NAC will be extremely influential in shaping the course of policing in the United States over the next decade. Therefore, an additional task has been achieved during the course of the project: presentation of those standards and recommendations which concern the MPTC

and fitting these into the Master Plan.

1.4 Methodology

A series of interim reports were the key milestones of the project. The first interim report was in the nature of a detailed work plan; it was presented to the Council in May (1973).

The second interim report was delivered in four parts. The first included the major data collection effort; a description of the methodology is included in Section 4.2.

Studies and analyses were conducted in connection with the field data collection and other tasks in Hartford and in McLean, Virginia by the following PRC/PMS staff members: Roy Hollady, Edmund Fennessy, Frank Leahy, Tom McEwen, Dick Stevens, Phil Lynn and Edward Connors.

Parts 2, 3 and 4 of the second interim report were delivered in July, August and September. They were entitled:

- Part 2: "Future Training Needs - A Series of Working Papers"
- Part 3: "A Review of the Organizational Structure and Operational Procedures of the MPTC"
- Part 4: "A Summary Statement of Needs"

The third interim report was delivered in October. It was entitled, "Alternatives and the Need for Decisions."

A series of meetings with the Council's Professional Development Subcommittee were held in September and October. A special meeting of the Council was held on October 18, 1973 to consider the third interim report and deliberations of its sub-committee. A fuller explanation of that "process" precedes Section 7.0.

Messrs. Fennessy and Leahy combined to produce the first three interim reports. Mr. Leahy has produced this final report.

1.5 Plan of the Report

This report has been prepared for two kinds of reader. The reader who wants to take short cuts and go to the heart of the report and the

reader who wants to delve deeply into findings and their details.

A reading of Sections 2.0 and 3.0 will provide the casual reader with a summary of major conclusions and recommendations (2.0) and the master plan (3.0) -- what the MPTC should do, in what time frames and at what cost.

The reader who wants more, should read Section 4.0 which provides a picture of existing levels of municipal police training in the State and areas of need. The next section (5.0) takes a look ahead and attempts to define a career development training model. Section 6.0 examines the MPTC from an organizational and operational sense and presents a series of conclusions and recommendations. The following section (7.0) describes an interactive process between the Council and the consultant in an attempt to come to grips with basic issues for decision-making and alternatives. Appendices follow Section 7.0.

Before proceeding to the Principal Findings, Conclusions and Recommendations, it should be emphasized that this report is, in a sense, anticlimatic. As noted in the methodology, most of the materials included in this final report have been presented to the Council in a series of interim reports. More importantly, the Council has met its responsibilities by interacting with the Consultants, by coming to grips with basic issues and by considering a series of decisions and alternatives. While the Council did not officially act to approve or disapprove of the various decisions and alternatives -- their careful consideration was an invaluable assistance in developing the master plan. One interested idea or misunderstood concept could negate eight months of research and analysis.

One final note of introduction: the central issue regarding improving municipal police training in the State revolves around resources --

specifically money to fund programs and facilities.

If the State of Connecticut is serious about better trained police officers; if the police community is convinced that better training is a key to better law enforcement; and if our political leaders regard law and order as more than a campaign slogan -- then, the matter of an independent source of funds for MPTC must be faced up to and enacted.

Without resources municipal police training will continue to be "grossly inadequate."

2.0 SUMMARY OF PRINCIPAL FINDINGS/CONCLUSIONS/RECOMMENDATIONS

A report of this type contains many findings, conclusions and recommendations. As background for the master plan as contained in Section 3.0, principal highlights are summarized here.

2.1 Principal Findings and Conclusions

2.1.1 Recruit Training

FINDINGS

--The Connecticut Municipal Police Training Council offers a 23-day (204 hours) recruit training course at the recently-constructed Connecticut Police Academy in Meriden, Connecticut; recruit training is the Council's principal preoccupation.

--Generally, the police community which sends its recruits to the Academy (Hartford, New Haven and Bridgeport do not) are pleased with the quality of the course offerings and with the instructional staff; generally, they feel that the course should be longer and provide more coverage in many areas. These sentiments are universally shared by chiefs of police and other officers.

--Recruit training is generally conducted in a lecture mode; the recruit training day often exceeds eight hours; and there is some regimentation of recruits while they are in residence.

--Recruit training is greatly hampered by a lack of physical facilities: a gymnasium to teach defensive tactics; a training tank for purposes of water safety and rescue; an outdoor pistol range; adequate dormitory space to accommodate a longer training program and a skid pan and driver training tank for purposes of teaching defensive and pursuit driving and proper skid control techniques. (Many chiefs are genuinely concerned with the lack of physical training facilities. Many men prone to being overweight often return from the Academy 10-20 pounds heavier

The sedentary life is blamed; the food is excellent, well prepared and served.)

--Many communities employ men and women as police officers for periods of time up to the one year mandated time period for recruit training completion.

--Very few recruits fail the Academy program; recruits are not subjected to a thorough psychological screening and psychiatric evaluation of questionable cases.

--There is no sentiment to regionalize or otherwise decentralize recruit training in the state. There is universal acceptance of the program at Meriden now and in the future.

--Funds will be available to the MPTC from the CPCCA effective July 1, 1974; these funds can be used for recruit training expenses as well as other purposes.

--The present MPTC staff is fully capable of significantly increasing the number of hours of recruit training (without additional staff).

CONCLUSIONS

--There is a need to significantly increase the quantity of the MPTC recruit training program; 23-days is clearly insufficient to train a municipal police officer. There is strong sentiment for a very real increase in the length of training in the range of 40 to 50 days -- 320 to 400 hours.

--Expansion of the recruit training curriculum should take into account the needs expressed by MPTC graduates, who:

(1) On the basis of their general experiences want further emphasis placed on:

Criminal law and especially the laws of arrest, search and seizure;
Criminal investigation; accident investigation;
Defensive tactics and physical training;
Psychology/sociology;

Courtroom conduct;
Driver training.

(2) On the basis of their street experiences see emphasis also required on:

Handling personal confrontations including self-defense tactics and first aid;
Criminal and constitutional law.

--Evidence from several other sources indicate that emphasis should be placed on:

-behavioral subjects; awareness of social change and the change of policing from a "legalistic" or "enforcement" mode to one that emphasizes "rehabilitation"

-report writing

-the mechanical aspects of police work, including arrests, seizures, warrants, apprehensions, etc.

-human relations

-first aid and life saving techniques.

--There is a need for MPTC to explore alternative training methods -- beyond lectures.

--There is a need to reconsider a recruit training day which exceeds eight hours and unnecessary regimentation.

--There is a pressing need to complete the planned physical facilities (as discussed below under the "facilities" topic).

--There is a need to question the desirability of assigning men to full duty status before their recruit training period.

--Attention should be directed at developing academic standards and a psychological/psychiatric program at the Academy to weed out marginal performers.

2.1.2 In-service Training

FINDINGS

--In-service training in Connecticut police departments is at best

"fragmented and inadequate." With but few exceptions (e.g., the Manchester Regional Academy) there are no effective in-service training programs in the state.

--Generally, funds to conduct training, programs and materials to present and other demands upon manpower are indicated as the reasons why in-service training is not conducted.

--Of a limited sample of police investigators, more than 16 percent had never attended police recruit school (i.e., they were hired before enactment of PA 575 -- the MPTC Act) and over 40 percent had not had formal training since recruit school. These findings would generally hold true for most police officers in the state.

--The MPTC has not undertaken any positive steps to fill these voids; its attentions have been focused on recruit training and eliminating a backlog (that more than likely they will always have!!) and on building facilities.

CONCLUSIONS

--MPTC's second training emphasis should be placed upon in-service training.

--MPTC should assume an active role in planning, programming and coordinating in-service training for all municipal police officers in the state -- in terms of content and in terms of minimum number of hours per year.

--Centralized in-service training for Connecticut is unrealistic; i.e., all such training held in Meriden.

2.1.3 Supervisory and Executive Development Training

FINDINGS

--Supervisory and executive development training needs have been largely satisfied by the New England Institute for Law Enforcement

Management (NEILEM) operated at Babson College Institute in Wellesley, Massachusetts.

--With but few exceptions, the law enforcement community has praise for the NEILEM offerings and indicated that the program should continue to receive support, financial and other, from the state.

--Some departments have sent few, if any, of their men to Babson in the past four or six years; others have sent virtually all supervisors.

--There is no career development effort underway in any department; pre-promotional or post-promotional training is a "hit or miss" proposition.

CONCLUSIONS

--There is a need for continuous supervisory, middle management and executive development program within the State; this should be Council's third training priority.

--Until this capability is realized, there is need to support the program at Babson; NEILEM is a viable short-term alternative.

--Besides annual course offerings, emphasis should be placed upon training for newly appointed supervisors, sergeants or lieutenants.

2.1.4 Specialized Courses

FINDINGS AND CONCLUSIONS

--In general, MPTC has promoted specialized course offerings -- sponsoring many themselves and allowing other law enforcement groups to use the fine auditorium and training rooms at the Academy. On the other hand, the offerings have tended to be "hit and miss" in terms of coverage and attendance.

2.1.5 Specialized Services

FINDINGS AND CONCLUSIONS

--There is little, if any, continuing dialogue between the MPTC and most Connecticut police departments.

--To fill this void, a field representative was budgeted but has not been "authorized" by the State Administration; this person could be a very important link between the MPTC and the needs and desires of operating personnel.

--Another void exists in terms of a register of men, their training accomplishments and needs.

--In the long run, MPTC attention should be devoted to a third void -- career development within departments and within the State as a whole.

2.1.6 Standards

FINDINGS AND CONCLUSIONS

--There is no strong sentiment within the law enforcement community to mandate pre-service educational standards for patrolmen. Three factors which could change this situation include: if there were statewide recruitment, testing and certification of police candidates; if multi-level patrolman ranges were introduced and were in widespread use; or if there were readily available candidates with such educational achievements.

--MPTC lacks sanctions, i.e., the power to enforce training standards; it also lacks any way to know whether or not all officers that are hired are sent for training within the year.

--MPTC lacks a definite set of performance standards to conduct annual audits of recruit training at other police departments; it also lacks formal standards to certify police instructors.

--Standards set by the National Advisory Commission on Standards and Goals have been recently published. MPTC has not had an opportunity to review them and act on them as yet. Several of the training and training-related standards should be considered in the near future.

2.1.7 Facilities

FINDINGS AND CONCLUSIONS

--The Training Academy at Meriden represents a vast improvement over the previously used facilities in Naugatuck and Bethany.

--Yet, the facilities are not completed. Use of the Connecticut State Police Range in Simsbury or the New Haven Police Range is difficult at best; scheduling problems, lost hours to and from the ranges and the uncertainty of weather makes other ranges an undesirable alternative. Physical and water safety training facilities are non-existent. New dormitory rooms will be eventually required with the longer recruit school. The training classrooms are unbearable during the summer months; air conditioning is needed.

--Bond funds for an addition to the Police Academy were authorized by the Legislature in 1969. The bulk of those funds are available for use.

2.1.8 Funding and Allied Matters

FINDINGS AND CONCLUSIONS

--Adequately funded programs and money, generally, are the two most significant requirements to achieve improved levels of law enforcement training in the state.

--There is a need to find a separate source of funding so as to relieve towns of additional burdens created by the longer training period (including expenses, subsistence and ammunition) and so as to provide MPTC with an independent funding source to carry out statewide mandated training activities. MPTC is currently drafting legislation to create the independent source of funds.

--MPTC acceptance of bloc grant funds from CPCCA has been approved; this represents a significant step forward in making MPTC a more positive

force in statewide training activities.

2.1.9 Miscellaneous Matters

FINDINGS AND CONCLUSIONS. In the course of the management review of the MPTC, there were a series of recommendations developed to improve the organization and management of the Council. These included:

--Broadening membership of the Council to achieve more input from outside the law enforcement community.

--Lengthening terms of the members from two to three years to avoid the impasse that the Council finds itself in now (late October, 1973) as terms of five members have expired without replacements and it is virtually impossible to gain a quorum; lengthening should also improve continuity of policies.

--Better defining the relative powers of the Council and those of the Executive Director; there are needs to clarify respective roles.

--Salary upgrading, maintenance of the library and the librarian's position, in-service training for training officers and proposed staffing and an organization chart are also subjects for recommendations.

2.2 Principal Recommendations

Scattered throughout Sections 4.0 to 7.0 are a series of recommendations based upon the findings and conclusions as noted in Section 2.1 (and in the rest of the report as well).

Before proceeding to the recommendations, there are two key points which should be kept in mind regarding the recommendations:

First, the recommendations are aimed at one objective -- to make the Municipal Police Training Council a more positive force in meeting the many training needs of the State's law enforcement officers.

Second, the recommendations cannot be achieved overnight. They will take time, money and direction to implement; others will require resolve

on the part of the Council and the staff to move ahead in the face of what will become overwhelming obstacles. The recommendations have been carefully devised for the MPTC; they are not "off-the-shelf" recommendations. It is our conviction that the many recommendations and tasks laid out in Section 3.0 can be achieved within a reasonable period of time with the help of Federal and State funding.

2.2.1 Recruit Training

The MPTC should place first training priority on increasing the length of the recruit offering at Meriden with:

--320 hours (40 days) of academic work in Meriden.

--40 hours of locally-based instruction using an MPTC-developed format.

--40 hours of supervised field training, equalling

--A minimum of 400 hours of training for every recruit.

MPTC staff should develop a ~~250~~³²⁰-hour academic curriculum which emphasizes the areas noted above and which includes training modes other than lectures. Upwards of 25 percent of the new materials should be given in simulated events or problems, conference or discussion sessions and other similar modes.

A 40-hour locally-based training curriculum should be developed.

Both curricula should be presented to the Council for their review.

No more than eight hours of instruction should be given in any one day except under emergency or unusual conditions.

Recruit regimentation should be re-examined in the light of the longer program. We recommend that the MPTC consider changing its policy restricting students to the Academy during the week. These recruits are, for the most part, grown men and should be allowed town passes after the

second week at the Academy. We expect these men to function on their own as police officers once they leave the Academy, and there is no reason to treat them as if they were unruly children. One of the Academy's purposes should be to instill a sense of responsibility in these officers and if they are not given the freedom to be responsible for their own behavior by the MPTC, what guarantees does the public have that they will act responsibly on the street?

Completion of the facilities should be a high priority (just after the first priority -- an independent source of funds for the MPTC) for the Council.

The Council should make an effort to get men into training earlier in their careers -- by persuasion or cutting the 12-month limit to six months and, ultimately, assuming payroll costs for new recruits to relieve the towns of this expense and thereby promote early or pre-service training.

Council and staff attention should be directed at the marginal performers in terms of assistance and if this fails, then, removal; a thorough psychological screening and psychiatric evaluation of questionable cases should be undertaken.

As part of the expanded curriculum physical training and water safety programs should be developed and conducted in facilities rented for that purpose. The program should be developed and operated on a temporary or partial basis.

2.2.2 In-service Training

MPTC should declare its intention to take an active role in in-service training in the future -- in terms of planning and programming offerings; its statutory authority should be amended in accord with this declaration.

Two approaches should be tried:

--First, organize and offer an Advanced Training Course for police

officers that they must take three times during their career -- within two years of recruit graduation, within the fourth and seventh years and within the seventh and fourteenth years. This should be made mandatory effective July 1, 1975, and should be offered at Meriden and other locations.

--Second, produce in-service training materials for all departments that want to take advantage of the offer effective July 1, 1975, and make these the basis of a mandated 40hour annual program effective July 1, 1976.

One additional approach might be considered as an interim measure in 1973-74, a newsletter to departments which would emphasize changes in the law, questions and answers about any police-related topics and specialized course announcements.

As another interim step, the Field Representative, when employed, should promote regional approaches to in-service training similar to the Manchester experience.

2.2.3 Supervisory and Executive Development Training

MPTC should declare its intention to continue support for the NEILEM program through 1974-1975 with an award of funds -- after costs have been carefully examined by staff and the Council as a whole.

MPTC should declare its intention to support mandatory training for newly appointed first level supervisors at an MPTC or MPTC-approved supervisors course effective July 1, 1976.

MPTC consider mandatory training for second level supervisory personnel on or after July 1, 1977.

MPTC organize and offer supervisory courses, middle management and executive development courses after July 1, 1977, unless NEILEM is terminated before that time.

If NEILEM is terminated, MPTC should transfer those funds to the development and support of similar offerings at Meriden.

Educational credits for these courses should be explored by MPTC during their development.

2.2.4 Specialized Training

MPTC develop and sponsor four core courses each year:

- (1) Criminal Investigation
- (2) Police Traffic Supervision and Accident Investigation
- (3) Management Planning and Systems Development
- (4) Police Instructor

Beyond these MPTC should promote other courses which address specific needs (e.g., its seminars on the newly enacted child abuse statute) and should experiment with courses as time allows.

2.2.5 Specialized Services

The Council take steps to ensure that the Field Representative's position is filled as soon as possible.

The MPTC use the Field Representative for the following purposes:

- Maintenance of training records for all sworn personnel in the state (i.e., the training registry)
- Maintenance of a perpetual inventory of local and regional training facilities, equipment and other resources
- Working with "designated" training officers in each agency
- Conduct of annual training program audits
- Service as a training instructor as needed.
- Promote the training registry and the designation (certification) of departmental training officers as noted above.

2.2.6 Standards

- MPTC should direct its attention to the development of performance

standards for recruit school annual audits and a set of standards for the certification of police training instructors.

--As a minimum the recruit school audit procedure will involve an on-site inspection visit to the training school up for certification. This inspection should cover facilities, program content, training policy, examination of curricula, training records, lesson plans, and so forth. In addition, a sample of graduates of the recruit school should be given a written test to determine if the school was successful in preparing the officer to meet his responsibilities. This test should be standardized to assure the officer possesses MPTC-designated knowledge requirements. The composite rating of this training audit should be the principal determinant of the certification of the school by the MPTC. A written report of the audit should be filed with copies to the Council and to the department concerned.

--The MPTC should develop a formal set of standards to certify police training instructors. As a minimum, any instructor so certified should have at least two years of police experience. In addition, the instructor candidate must: (1) pass a written examination in the subject he is teaching or proposes to teach; (2) present at least two demonstration lectures to a recruit class at the Connecticut Police Academy or at his own academy in the presence of qualified MPTC staff; and (3) be interviewed by the MPTC Executive Director or his designated representative.

--PA 575 should be amended in the near future so as to provide MPTC with additional authority. This legislation is referred to as "Standards Extension" and would be principally concerned with giving MPTC power to set standards enumerated below. Broadening membership, lengthening terms of office and other "non-standards" could also be included as part of a comprehensive revision of PA 575. The Act should

do the following:

--Give MPTC power to require completion of basic minimum training prior to employment as a full time officer. (A distinction should be made throughout regarding the "permissive" character of the legislation. MPTC might not choose to mandate this particular power until 1980 or sometime afterwards. However, the option would be available rather than seeking legislation with each individual change desired.)

--In accord with the NAC's Standards, MPTC should be given authority to do the following (specific standard numbers are included after each one, e.g., P/S 13.4(2a) is Police Standard 13.4 Paragraph 2, sub-paragraph a; the full text of pertinent standards is included in Appendix D):

--Authority to develop and enforce minimum mandatory standards for selection of police officers [P/S 13.4]

--Authority to reimburse towns for 100 percent of the salary or provide incentives for every employee who completes any State mandated and approved police training program [P/S 16.1(3)]

--Authority to mandate completion of recruit training before assignment as a full-time police officer [P/S 16.3]

--Authority to provide a consulting service for police training and education centers [P/S 16.1(2f)]

--Authority to require that each full-time police agency will have at least one State-certified training instructor (at a date to be specified by the Council)[P/S 16.5(2a)]

--Authority to set pre-employment educational standards [P/S 15.1]

--Authority to set training standards beyond the recruit level (to include in-service training, advanced training, specialized training, promotional training for supervisors, among others). [P/S 16.5 concerns in-service training specifically]

--Authority to provide scholarships and/or educational incentives [P/S 15.2]

--Authority to engage in formal personnel development activities as outlined in several standards (including [P/S 17.2]).

2.2.7 Facilities

As recommended earlier, completion of the physical facilities is

a matter of urgency.

The following priorities are recommended:

- (1) Outdoor range
- (2) Gym, training tank and new training rooms (crime scene, audio-visual, etc.)
- (3) Air conditioning
- (4) Additional dormitory space
- (5) Driver ~~tank~~^{trac} and skid pan

Despite the fact that the Council views use of the Meriden facility by non-law enforcement groups with disfavor -- there is merit in considering joint uses with, for example, the criminal justice community or as a site for the to-be-built Connecticut Fire Academy. The joint uses of common facilities (dining rooms, kitchen, auditorium, etc.) make eminent sense. Furthermore, additions to the Academy could be justified since these additions would be used more intensively (the gym, training tank, special training rooms, audio-visual center, etc.). We recommend that the Council reconsider this matter and appoint a special ad hoc committee to study uses and the attendant advantages and disadvantages.

2.2.8 Funding and Allied Matters

--Immediate steps should be taken to approve the allocation of funds to be received from CPCCA as of July 1, 1974. An amount of \$222,000 has been earmarked for MPTC.

--The Council should take its budget making responsibilities seriously; a program format with complete justification of all requests should be required of the Executive Director.

--The first non-training priority should be accorded to ensuring introduction and enactment of the independent source of funding

legislation. A recommendation in this regard is discussed in Section 3.4.

2.2.9 Miscellaneous Matters

--Eight very important issues are categorized under the miscellaneous -- although most are critical in terms of achieving stated objectives. The recommendations include:

(1) Broadening Membership of the Council to include a law enforcement program chairman from a two or four year college and a director of training from industry.

(2) Lengthening Terms of the Members to three years so that four members will be replaced each year (of the enlarged Council) rather than five.

(3) Defining the Powers of the Council (by Council Resolution) as:

--The power to hire and fire the Executive Director;

--Power to enact rules and regulations governing MPTC responsibilities and set written policy guidelines for the Executive Director to implement;

--Power to require the preparation of an annual operating plan by the Executive Director and power to approve or disapprove an operating budget to carry out the plan;

--Power to require written quarterly progress reports from the Executive Director regarding plan fulfillment;

--Power to sit as an appeals board if charges are brought against any member of the staff by the Executive Director.

(4) Defining the Role of the Executive Director (also by Council Resolution) as:

--Having authority and responsibility for program operations and power to plan, direct and control activities of the staff and operations generally including the complete training program;

--Power to appoint subordinate employees with the approval

of the Council;

--Power to fully participate in deliberations of the Council including addressing communications to the Council, introduction of resolutions or motions and the power to participate fully in all oral deliberations;

(5) Upgrading Salaries: It is our strong recommendation that the minimum starting salary for a training officer be raised to at least \$12,400 with a ceiling of \$14,600. The Director of Training position should have a starting salary of \$14,600 and a ceiling of \$16,800. The Executive Director's salary should range from at least \$16,500 to \$21,500. It is our strongly-held judgment that these recommended salary levels will be absolutely necessary to retain and attract qualified people for these demanding positions over the next five years.

(6) Need to Maintain the Library and the Librarian: We recommend as strongly as possible that the librarian/researcher position be made part of the regular staff of the MPTC. This library is one of the Academy's most vital resources and to allow it to deteriorate if this position is lost would severely damage the MPTC's ability to deliver the best available training to municipal police officers.

(7) In-service Training for the Training Officers: With regard to the technical competence of the MPTC training officers, we strongly recommend that the Director of Training develop and present an in-service program for the training officers to bring them up-to-date on the theory and practice of instruction. This should be accomplished prior to the initiation of the expanded recruit training program.

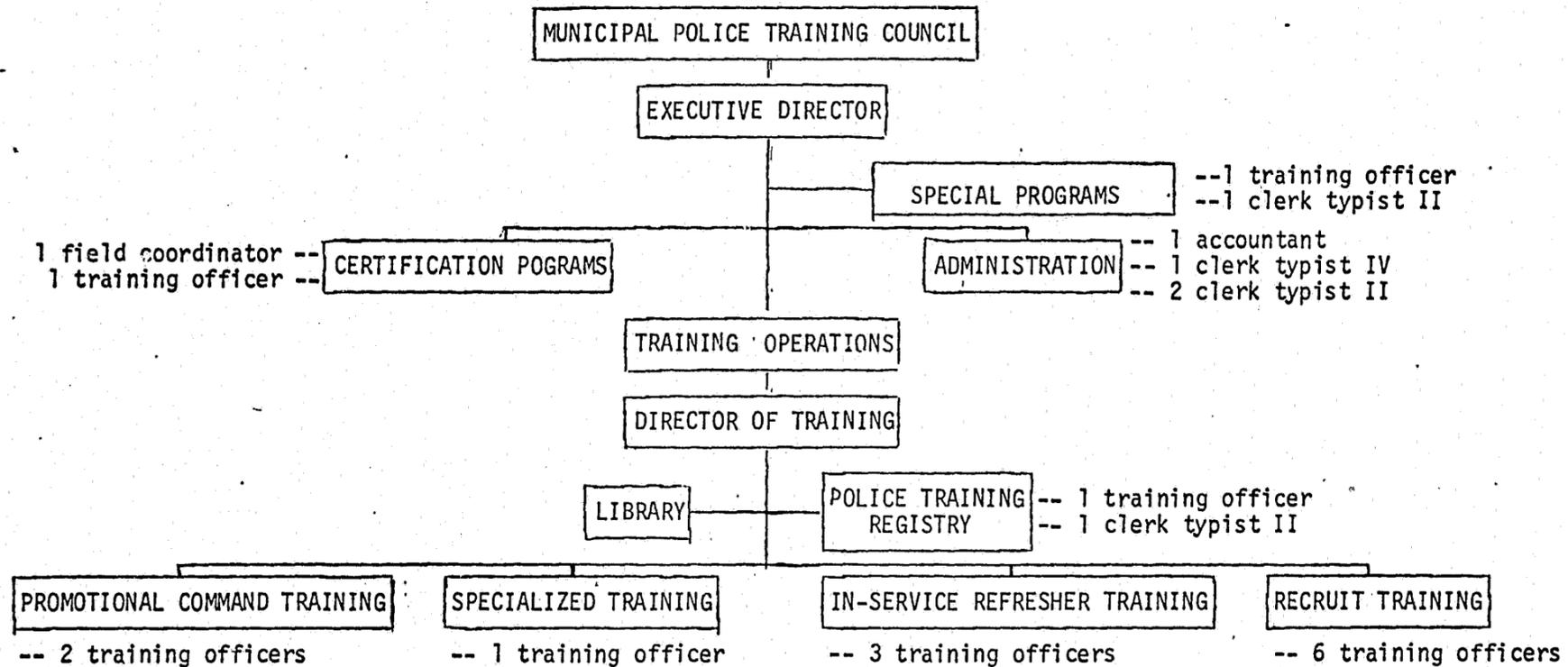
(8) Proposed Staffing and Organization Chart:

--Staffing: In terms of staffing needs of the MPTC required to implement the expanded program, we recommend the following:

Recruit Training	6 training officers
In-service Advanced Training	3 training officers
Promotional and Command Training	2 training officers
Specialized Training Programs	1 training officer/coordinator
MPTC Certification Program	1 field coordinator and 1 training officer
Library/Curriculum Research	1 librarian/researcher
Police Training Registry	1 training officer and 1 clerical support
Other Special Programs	1 training officer and clerical support

--Organization Chart. An Organization Chart of the Municipal Police Training Council may be found on the following page.

PROPOSED MPTC ORGANIZATION



3.0 THE MASTER PLAN

This master plan is divided into four parts. The first part (3.1) is an enumeration of principal assumptions upon which the plan is based. The next part (3.2) is an overview of how the plan would proceed, if all of the assumptions hold true. Taken together, the assumptions and the scenarios indicate generally what should be done when and in what priority.

The third part of the plan is a listing of a large number of separate and distinct tasks, sub-tasks and milestones which must be accomplished by the MPTC as it seeks to achieve its many objectives. The tasks have been broken down two ways: (1) by fourteen time frames beginning January 1, 1974; quarterly time periods as shown from that time until June 30, 1975; from July 1, 1975 to June 30, 1983, annual periods are indicated; and (2) by the person or group who has responsibility for accomplishing the task or making a decision; these include: The Council, a Council Sub-committee, or the Executive Director. Costs are also indicated.

From fiscal year 1976-77 and beyond major milestones and standards and goals are indicated. The final five years is grouped together.

The fourth part of the master plan is the financial plan. It includes a review of financial plan assumptions, a sub-section on financing for Year #1 (1974-75) and, then, the years beyond.

3.1 Assumptions

For purposes of the MPTC Master Plan, the following assumptions are made:

#1. Recruit Training. First priority will be assigned to improving recruit training in terms of achieving the 400-hour level effective July 1, 1974; MPTC will assume additional costs attendant to the increase with funds received from the CPCA.

#2. In-service Training. Second priority will be accorded to the distribution of in-service training materials to enable local departments to conduct roll call and/or other forms of in-service training. Distribution should commence after July 1, 1975.

#3. Promotional and Advanced Training. Third priority will be shared by promotional and advanced training (as described elsewhere) to begin after July 1, 1976.

#4. Post-recruit Courses, Generally. The following post-recruit courses will be offered as of the indicated date, frequency per annum and estimated total attendance (including promotional and advanced training as noted in #3):

Start Date	Course Title	Times/Yr.	Total Est. Attend.
4/1/75	Criminal Investigation	2	70
4/1/75	Police Instructor	2	40
1/1/76	Advanced Training	20	600
4/1/76	Management Planning	1	30
4/1/76	Traffic Supervision	2	60
7/1/76	Promotional (as an alternative to NEILEM)	3	90
10/1/76	Supervisory/Middle Management	4	120
10/1/76	Executive Development	2	40

#5. Law Enforcement Training Fund. The highest, non-training priority should be accorded to the establishment of a law enforcement training fund by increasing fines, forfeitures and fees collected by the Circuit and Superior Courts on all criminal and traffic violations (excluding fines which relate to vehicular parking). It is assumed that legislation will be introduced into the General Assembly in January, 1974, that it will be enacted before the session ends and will be made effective October 1, 1974. It is further assumed that the fund will yield approximately \$800,000 per annum and that funds would not be available for use until July 1, 1976. (This should allow adequate time for [the inevitable] court tests and for the building of reserves.)

It is further assumed that funds will be used for the following priorities:

--First, reimburse towns for expenses incurred in sending recruits to Meriden.

--Second, reimburse Hartford, New Haven and Bridgeport on an equitable basis for up to the mandatory number of weeks of training.

--Third, distribute funds to the Connecticut State Police for training purposes on the basis of a per capita allocation.

--Fourth, employ staff and fund MPTC programs as directed by the Council.

--Fifth, fund in-service training activities - materials distribution and advanced training. Pay materials and direct expense to the towns or to the local officer, excepting reimbursement for salary.

--Sixth, fund promotional training.

--Seventh, fund specialized, supervisory and executive development training.

--Eighth, fund other approved or mandated programs.

#6. CPCCA Funding. LEAA funds as distributed by the CPCCA will be made available to the MPTC in an amount of \$222,000 for 1974-75; it is assumed that funding in an amount of \$250,000 per annum will be available for the next three fiscal years.

#7. Standards Extension. It is assumed that an "omnibus" standards extension bill will be enacted in the 1975 Session of the General Assembly and will be made effective October 1, 1975.

3.2 Plan Overview

This plan overview is an attempt to put the plan into perspective. Assuming that the Council will receive the plan in late November, 1973, there will be insufficient time to take formal action on the plan before January 1, 1974, except in a cursory way. However, initial budget allocations should be approved at the December (1973) meeting; a formal vote might be withheld until after January 1, 1974.

Period I. January to March, 1974: This is seen as a time to take final action on the budget, including formal consideration of the NEILEM request. Three other matters should be decided: (1) final form for the Law Enforcement Training Fund legislation and its introduction; (2) preparation and approval of the 400 hour curriculum; and (3) passage of resolutions about the powers of the Council, the role of the Executive Director, and Council operations generally (e.g., the committee system, etc.).

Period II. April to June, 1974: This time period should be devoted to two principal matters: (1) getting ready to increase the number of hours effective July 1, 1974; and (2) pressing for passage of LETF in the General Assembly.

Period III. July to September, 1974: With the introduction of the four hundred hours there will be many adjustments to be made. During this time the "standards extension" legislation should be considered and developed. Work on the two in-service programs (advanced and materials distribution) should begin.

Period IV. October to December, 1974: Standards extension legislation should be finalized. Both in-service training programs should be presented to the Council for their approval. The field representative should be on board and ready for assignment. The first two specialized courses should be in development.

Period V. January to March, 1975: Besides activities to support the standards extension legislation there are a number of tasks to be performed which are associated with the in-service training programs as well as the two special courses.

Period VI. April to June, 1975: Both the Criminal Investigation and Police Instructor courses will be ready to offer in this time period. Further, there should be many last minute questions to resolve regarding the in-service programs including who wants to receive materials and when and where advanced training will be held.

Part VII. Fiscal 1975-76: With the start of in-service training during this period of time (July 1, 1975) this will be a very busy year in getting the other training programs underway toward stages of planning and programming. Each one should be reviewed by the Council and phased-in as soon as resources are available.

Part VIII. and Beyond. With the availability of funds from the LETF it should be possible to initiate a full program of recruit and post-recruit training and keep that up for the ensuing period.

3.3 Task Statements, Responsibilities and Costs

The following tasks are taken from the recommendations of the report and in several instances from the NAC's standards. As indicated, they have been put into a time sequence and have been assigned in terms of the person responsible. Beyond 1976-77, major milestones are indicated for each Fiscal Year to 1983-84.

In order to facilitate consideration (and subsequent reporting about task completion or progress) an open-ended numbering scheme has been developed which identifies the period, the person responsible, and a sequence number. Item I-A-1 is to be done in time period I (Jan-Mar, 1974), by the Council, and is indicated as first among several other tasks. A review of the first several time periods should clarify the numbering scheme.

A letter designation follows most of the cost items. They are:

- (O) = one-time cost
- (A) = annual cost

PERIOD I. January to March, 1974.

Responsibility	Task No. and Description	Cost
Council	I-A-1 Review the suggested Law Enforcement Training fund legislation as drafted; approve or amend and approve; organize a public information effort and enlist support from groups, legislators, etc.	None
	I-A-2 Approve budget allocations for Fiscal Year 1974-75 (The \$222,000 to be received from NEILEM) in gross terms pending Budget Subcommittee report and recommendations from the Executive Director	None
	I-A-3 Appoint a Budget Subcommittee to consider the final budget allocations and to conduct a formal hearing re the NEILEM request.	None
	I-A-4 Appoint a Facilities Addition Subcommittee to press for the various additions to the physical plant.	None
	I-A-5 Consider the recommended role statements for the Council and the Executive Director; and other internal operating rules, regulations and policies (e.g., committee system, night training, recruit passes, etc.); approve or amend and approve by Council resolution	None
	I-A-6 Review the 400-hour (320-hour academic) recruit program; approve or amend and approve	None
Subcommittee	I-B-1 Budget subcommittee meets to review the budget and to hold formal hearings and/or arrange a site visit to NEILEM at Babson	\$75.00
	I-B-2 Facilities Addition Subcommittee meets to lay plans for its campaign to get action regarding the facilities. Priorities should be approved and, if approved, the outdoor range should be the first subcommittee effort.	None

Period I, continued.

Responsibility	Task No. and Description	Cost
Executive Director	I-C-1 Institute steps to obtain approval for employment of the Field Representative	None
	I-C-2 Prepare the new 320-hour curriculum and present it to the Council for their consideration; also a 40-hour local instruction checklist	None
	I-C-3 Prepare justification for staff salary increases and forward to the Personnel Department	None
	I-C-4 Appoint four program managers from current senior staff members to acquaint themselves with and to be responsible for developments in the areas of: Advanced Training, Materials Distribution/In-service; Supervisory (including Promotional); and Specialized Courses	None

PERIOD II. April to June, 1974.

Responsibility	Task No. and Description	Cost
Council	II-A-1 Formally announce the 400-hour standard by letter to all police departments and other interested groups and persons	None
	II-A-2 Continue to press for passage of the Law Enforcement Training Fund until enactment (if not enacted in the 1974 session, re-organize for re-submission in 1975)	None
	II-A-3 Finalize the allocation of funds for 1974-75 including the NEILEM request after the subcommittee's report has been received	None
Subcommittee	II-B-1 Facilities Addition Subcommittee continues with its work until allocations have been made and construction is underway	None
Executive Director	II-C-1 Arrange to have the 400-hour minimum standard published in the Connecticut Law Journal; advise Hartford, New Haven and Bridgeport and others as required	

PERIOD III. July to September, 1974.

Responsibility	Task No. and Description	Cost
Council	III-A-1 Begin the 400-hour recruit program	\$36,000(A)
	III-A-2 Make funds available to NEILEM	\$50,000(A)
	III-A-3 Make funds available to the Markle and Fishman Courses	\$50,000(A)
	III-A-4 Make funds available for outdoor range construction; direct the Facilities Addition Subcommittee to have \$50,000 released from the Training Academy Addition Bond Authorization	\$50,000(0)
	III-A-5 Appoint a "Standards Extension" Subcommittee to develop a comprehensive legislative package (following enactment of LETF)	None
Subcommittee	III-B-1 Standards Extension Subcommittee meets and continues to meet until their mission is accomplished	None
Executive Director	III-C-1 Employ a Grants Manager and assign him grants management responsibilities as well as Librarian/Researcher responsibilities on an interim basis	
	III-C-2 Employ a training curriculum development consultant for the two in-service programs; development of the Advanced Training curriculum and a two-year program plan for Materials Distribution	\$ 9,000(0)

PERIOD IV. October to December, 1974.

Responsibility	Task No. and Description	Cost
Council	IV-A-1 Receive from the Standards Extension Subcommittee (see IV-B-1) its final draft of the Bill, if approved arrange for editing and bill drafting services	None
	IV-A-2 Mount a public information campaign to explain the standards extension legislation, appoint a subcommittee to carry out this responsibility and to press for passage of the Bill	None
	IV-A-3 Review and approve or amend and approve the budget as proposed by the Executive Director	
Subcommittee	IV-B-1 Finalize the Standards Extension Bill and forward to the Council for its approval	None
Executive Director	IV-C-1 Present the Advanced Training and Materials Distribution program plans to the Council, together with cost and other resource estimates; implement these plans when approved	
	IV-C-2 When the field representative is employed (c. October, 1974), after orientation, assign him specific duties enumerated in the report. Provide direction regarding establishment and operation of the Training Registry	\$17,000(A)
	IV-C-3 Begin to develop the criminal investigation and police instructor courses	None
	IV-C-4 Prepare a budget to allocate CPCCA funds for 1975-76 from among this suggested listing (again, assuming the availability of LETF monies on or after July 1, 1976): Continue Recruit Payments.....\$36,000 Hire In-service Training Staff (2).....\$34,000 Fund Materials Distribution....\$25,000 Fund Advanced Training*.....\$25,000 NEILEM.....\$50,000 Fund Supervisory Development...\$10,000 *possibly on a pilot basis	

Period IV, continued.

Responsibility	Task No. and Description	Cost
	Fund Four Specialized Training Courses (expenses only).....	\$ 3,000
	Training Registry Development.....	\$ 17,000
	Hire Librarian/Researcher (1).....	\$ 15,000
	Hire Standards Staff (1).....	\$ 17,000
	Continue Grants Administrator.....	\$ 18,000
	Total	\$250,000

PERIOD V. January to March, 1975.

Responsibility	Task No. and Description	Cost
Council	V-A-1 Enlist widespread sponsorship for the Standards Extension Bill; continue efforts to gain enactment throughout the period	None
	V-A-2 Approve or amend and approve final plans for the two in-service efforts scheduled to begin July 1, 1975	None
	V-A-3 Approve or amend and approve course materials for the criminal investigation and police instructor courses scheduled to be ready on or about April 1, 1975	None
	V-A-4 Appoint an Education Liaison Subcommittee to work up proposals to bring the law enforcement training and educational communities together on a continuing basis; contacts should be made with the Commission on Higher Education; the Connecticut Association of Police Educators and Chairmen of the various law enforcement programs throughout the state	None
Subcommittee	V-B-1 Various subcommittees meet as required	None
Executive Director	V-C-1 Present course plans to the Council as indicated above (V-A-2 and V-A-3)	None
	V-C-2 Once the budget is approved, staff can be recruited for the several positions noted in the budget presentation (IV-C-4) so that employment will commence on or about July 1, 1975	None

PERIOD VI. April to June, 1975.

Responsibility	Task No. and Description	Cost
Council	VI-A-1 Offer the criminal investigation and police instructor courses during this period on a pilot or test basis	As noted above
	VI-A-2 Obtain an expression of interest from departments regarding which ones want to receive in-service materials on or after July 1, 1975	None
Executive Director	VI-C-1 Continue with recruitment so that the in-service programs can begin as soon after July 1, 1975 as possible	None

PERIOD VII. Fiscal Year 1975-76.

Responsibility	Task No. and Description	Cost
Council	VII-A-1 Allocate CPCA funds to the various programs in accord with the approved budget	[\$250,000(A)]
	VII-A-2 Approve new employees to positions authorized within the CPCA funds	
	In-service Staff	\$ 34,000(A)
	Librarian/Researcher	\$ 15,000(A)
	Training Registry Staff	\$ 17,000(A)
	Standards Staff	\$ 17,000(A)
	VII-A-3 Approve the allocation of other funds as budgeted	
	Recruit Training Expenses	\$ 36,000(A)
	In-service Programs @ \$25,000 each	\$ 50,000(A)
	Specialized Courses @ \$750 each	\$ 3,000(A)
	Grants Management, etc.	\$ 18,000(A)
	NEILEM	\$ 50,000(A)
	Promotional and Supervisory Course Development	\$ 10,000(O)
	VII-A-4 Begin distribution of the in-service training materials to departments which evidence an interest as soon after July 1, 1975 as possible	as noted
	VII-A-5 Begin Advanced Training Programs at selected sites as soon after July 1, 1975 as possible	\$ 25,000(A) as noted above
	VII-A-6 (Assuming passage of the Standards Extension Bill)...mandate Advanced Training for all patrolmen as of October 1, 1975 or at a more appropriate time thereafter	None
	VII-A-7 Approve allocation of funds to plan the gym, tank and special training rooms facilities	
	VII-A-8 Work with the Executive Director as he seeks to develop five major programs in the course of the year (as outlined below VII-C-1 to 5 inclusive) including:	

Period VII, continued.

Responsibility	Task No. and Description	Cost
Executive Director	--Promotional Training --Supervisory/Middle Management Training --Training Registry --Annual Audit --Development of the other two specialized courses	
	(Principal tasks and sub-tasks are noted for each program in order to maintain continuity.)	
	VII-C-1 Promotional Training Sub-Tasks	\$ 5000(O) as noted above
	(a) Develop a Promotional Training Program plan using outside assistance as required during the first three months of the fiscal year.	
	(b) Present it to the Council for its approval.	
	(c) Make changes in accord with the Council's wishes, if necessary.	
	(d) Make a recommendation to the Council regarding the issuance of a Promotional Training Standard.	
	(e) If mandated by the Council, then carry out the various details regarding publication.	
	(f) Recruit staff and hire as soon as possible after July 1, 1976.	
	(g) Initiate Promotional Training as an alternative to NEILEM as soon as staff is employed and all arrangements are made.	
	VII-C-2 Supervisory Training Sub-Tasks	
	Supervisory training can be developed using the same methodology as in VII-C-1 without the mandatory aspects. Briefly they would be:	
	(a) Program plan development	
	(b) Presentation to the Council	
	(c) Make adjustments as necessary	
	(d) Recruit staff for July 1, 1976 employment	
	(e) Initiate as soon after July 1, 1976 as possible.	

Period VII, continued.

Responsibility	Task No. and Description	Cost
	<p><u>VII-C-3 Training Registry Sub-Tasks</u> (a) Develop a Training Registry plan and present it to the Council for its approval. (b) Amend the plan as necessary. (c) Prepare and issue a "Request for Proposal" to do the various forms design, system and programming associated with this project. (d) Make a recommendation to the Council regarding a contractor; after approval execute a contract. (e) Monitor contractor progress for a July 1, 1976 start date.</p>	
	<p><u>VII-C-4 Annual Audit Sub-Tasks</u> (a) Develop performance standards for the annual audit of recruit training academies during the first half of 1975 and 76. (b) Present the standards to the Council for its consideration. (c) Amend, if necessary. (d) Institute the annual audit of recruit training academies on or after April 1, 1976.</p>	
	<p><u>VII-C-5 Management Planning and Supervisory Courses Sub-Tasks</u> (a) Develop the Management Planning/Systems Development and Traffic Supervision/Accident Investigation courses during the first half of 1975-76. (b) Present to the Council for its approval. (c) Amend, if necessary. (d) Offer the courses on or after April 1, 1976.</p>	

PERIOD VIII. Fiscal Year 1976-77.

[Besides \$200,000 from the General Fund, and \$250,000 from CPCCA, the first LETF is anticipated in an amount of \$400,000. A total of \$850,000 is available to the MPTC.]

Major Milestones

- Full reimbursement to the towns for recruit expenses.
- Reimbursements to Hartford, New Haven and Bridgeport.
- Payment to the State Police of approximately 16 percent of funds (first year estimated to be \$64,000).
- Major increased funding to in-service training program (materials distribution and advanced).
- Begin operation of the training registry.
- Full standards and certification staff aboard.
- Funds allocated for planning the dormitory addition.
- Construction underway on the gym, tank and special training rooms; \$175,000 of CPCCA funds allocated for construction.
- Make plans to increase recruit training to 480 hours on July 1, 1977.

Standards and Goals

The following standards should be considered for promulgation during this year:

- Mandatory participation in the Advanced Training Program.
- 40-hours of locally-provided in-service training per year utilizing materials supplied by MPTC.
- Mandatory Promotional Training within one year of promotion from entry rank.
- Recruit school standards.
- Training instructor standards.

PERIOD IX. Fiscal Year 1977-78.

[\$200,000 General Fund and \$250,000 from CPCCA combine with \$600,000 from the LETF to make \$1,050,000 available to MPTC during this year]

Major Milestones

- Initiation of the 480-hour recruit program on July 1, 1977.
- Continuation of all current programs into this year with some increased funding provided.
- Allocation of \$125,525 to construction of the dormitory.

Standards and Goals

- MPTC should make arrangements to gain college credits for completion of recruit and post-recruit training courses [See Police Standard (P/S) 15.3 -- Appendix D.]
- MPTC should consider requiring recruit training before assumption of full-time regular police duties [P/S 16.3.]
- MPTC should develop and enforce minimum standards for selection of police officers [P/S 13.4.]

PERIOD X. Fiscal Year 1978-79.

[LETF should provide a full \$800,000 by this time. CPCCA funding will have ended in the preceding fiscal year. A \$200,000 appropriation from the General Fund will total \$1,000,000 available, without major foreseeable construction costs.]

Major Milestones

- MPTC should begin a career counseling service as part of its special unit.

Standards and Goals

- Mandatory pre-employment standards -- one year of college or its equivalent effective July 1, 1979 [P/S 15.11].
- At least one MPTC-certified training instructor per department by July, 1979 [P/S 16.5(2a)].
- MPTC to provide a consulting service for police training and education centers [P/S 16.1(2f)].

PERIODS XI-XV. Fiscal Years 1979-80 to 1983-84.

[It is almost impossible to forecast beyond five years with any certainty. Therefore, the following items are among the tasks that the Council should consider.]

Milestones

--An increase to 580 hour recruit program (500 academic) in 1980-81 and an increase to 680 in 1983-84.

--Continued emphasis upon career development objectives with emphasis on the plan developed in Section 5.0.

Standards and Goals

--Pre-employment educational standards [P/S 15.1]:

-Two years of college (or equivalency) effective July 1, 1981.

-Three years (or equivalency) effective July 1, 1983.

--State reimbursement to towns for 100 percent of the salary for employees who satisfactorily complete any state mandated and approved police training program [P/S 16.1(3)].

--Mandatory "training positions" for every department with more than forty patrolmen in a ratio of one position per forty men.

3.4 Financial Plan

Many of the assumptions about financing have been indicated previously. However, for purposes of review they include:

First, achievement of a General Fund appropriation level of \$200,000 by 1974-75 and its continuation throughout the period.

Second, CPMCA funding of \$222,000 in 1974-75 and continued funding to the MPTC at a level of \$250,000 for the following three years (1975-76 to 1977-78).

Third, enactment of the LETF in 1974, first revenues available in 1976-77 (\$400,000) with an increase in 1977-78 (\$600,000) and finally to an approximate permanent level of \$800,000 in 1978-79 and beyond.

Fourth, access to bond funds authorized by the General Assembly as Special Act 281 Section 2f4 for the purpose of additions to the Connecticut Police Academy in an amount of \$1,346,000 (the amount remaining from the original \$1,500,000 authorization).

The recommended budget for CPMCA funds for fiscal year 1974-74 has been suggested in the preceding write-ups. For purposes of clarity, the following recommendations are made regarding use of the \$222,000:

-Fund additional expenses incident to the new 400-hour recruit standard	\$ 36,000
-NEILEM Supervisory Training	\$ 50,000
-Outdoor Range	\$ 50,000
-Specialized Courses	\$ 50,000
-Film Library	\$ 10,000
-Development of the In-service Training Courses	\$ 9,000
-Grant Administration	\$ 17,000
	<u>\$222,000</u>

The financial plan is presented in Figure 3-1. It presents both revenues and expenditures for the ten-year period. In general, the

explanations are reasonably complete with the exception of facilities.

Provided is:

- \$56,875 - Gym, Tank, Training Rooms Plan/Mandated Fees
- \$875,000 - Construction of Gym, etc.
- \$34,125 - Dormitory Planning/Architect Fees
- \$525,000 - Dormitory Construction
- \$5,525 - Driver Track/Skid Pan Fees
- \$85,000 - (\$42,500 for two years) for the Track and Skid Pan construction -- from LETF funds, not bond funds.

One final matter before presenting the plan, a recommendation regarding the assessment. Several alternatives are discussed in Section 6.0.

A review of records in the Circuit Court (the major source of fines, fees, etc.) reveals that the number of judgments has declined in the period from 1970 to 1972 (from 170,963 to 149,746). Therefore, to base the assessment on judgments might lead to a future decline of revenues.

Despite the fall in judgments, Circuit Court resources have held above \$4,000,000 during the past four years.

The \$800,000 estimate is based upon a 20 percent increase in fines, fees and forfeitures; this appears to be a reasonable approach.

The following page presents the entire financial plan for years 1973-74 to 1983-84 in a program-based format.

Key fund indicators are as follows:

- G = General Fund
- C = CPCCA (in 1976-77 and 1977-78 no attempt has been made to differentiate between CPCCA funds and those from the LETF)
- B = Bond Funds

4.0 MUNICIPAL POLICE TRAINING IN CONNECTICUT -- CURRENT ACTIVITIES AND NEEDS

This section focuses on the current status of municipal police training in Connecticut and examines needs on the basis of several sources. Needs as expressed by law enforcement managers, police officers, municipal officials and educators are presented. Both primary (field data collection) and secondary sources have been examined to build a series of findings as contained in Sub-section 4.5.

4.1 Police Training: An Overview

Passage of the Public Act 575, "An Act Concerning the Municipal Police Training Council" in 1965 represents the most important landmark in the history of police training in the State; the State of Connecticut assumed responsibility for the training of police officer candidates and their certification.

Before passage of the Act, and before 1960, training was fragmented:

--The Connecticut State Police and most larger urban departments, notably Hartford, New Haven and Bridgeport, had major recruit training programs.

--Many suburban and rural officers received training at recruit training programs in these urban departments.

--Many more officers before 1960 (and even up to 1954) never received formal recruit training.

--The F.B.I., among other agencies, has been active in many kinds of training activities for many years.

--The State's land grant institution, the University of Connecticut, had an active municipal training program underway for several years, through its Institute of Public Service. However, the University has not emphasized law enforcement training (as opposed to general municipal

training).

--The first regional, cooperative recruit training was carried on under the aegis of the Fairfield County Chiefs of Police.

--By means of its Resident Trooper Program, many smaller, rural communities have had the services of well-trained State troopers since the program was initiated in 1947.

In 1960, a statewide recruit school was founded. The first annual report of the MPTC recounts some of the details:

...In 1960, the Education and Training Committee of the Connecticut Chiefs of Police requested assistance from Commissioner Leo J. Mulcahy, of the State Police Department, in initiating a training program. His very generous solution was to make available to the Chiefs' Association the full-time use of his Training Academy in Bethany, his training staff and their library of training materials and literature, when it was not being used for State Police training operations. The staff was supplemented by guest lecturers from the Federal Bureau of Investigation, other federal and state agencies, and specialists from local police departments.

--Before the MPTC training deadline (October 1, 1966 as explained below), 33 classes were graduated from the Connecticut Chiefs of Police Academy. Graduates numbered 957 in the nearly six years of operation.

4.1.1 Establishing the MPTC and Passage of the Act

The establishment of police training councils was encouraged by the Professional Standards Division of the International Association of Chiefs of Police during the period after 1963 and 1964. The Connecticut Act was one of the earlier enactments. Only six states have councils or commissions which pre-date 1965; up to 1972, thirty-nine such groups had been organized¹.

In essence, the Act (Public Act 575) has two basic provisions: Section 7-294e states that:

¹Law Enforcement Training in the United States, East Lansing, Michigan, Michigan Law Enforcement Officers Training Council, 1972, p. 4.

"...no person shall, after October 1, 1966, receive an original appointment on a permanent basis as a police officer of any municipality unless such person has previously been awarded a certificate by the Council attesting to his satisfactory completion of an approved municipal police basic training program..."

This prevents permanent appointment unless an officer has received "approved" training.

Section 7-294d sets forth the general powers of the Council. These are (quoted from the Act):

(a) To approve, or revoke the approval of, any police basic recruit training school conducted by a municipality and to issue certificates of approval to such schools and to revoke such certificates of approval;

(b) To set the minimum courses of study and attendance required and the equipment and facilities to be required of approved municipal police training schools;

(c) To set the minimum qualifications for instructors at approved municipal police training schools, to certify, as qualified, instructors at approved municipal police training schools and to issue appropriate certificates to such instructors;

(d) To set the requirements of minimum basic training which police officers appointed to probationary terms shall complete before being eligible for permanent appointment, such minimum training to be completed within one year following the appointment to the probationary term, unless the candidate is granted additional time to complete his training by said Council;

(e) To set the requirements of a minimum basic training which police officers not appointed for probationary terms but appointed on other than a permanent basis shall complete in order to be eligible for continued employment or permanent appointment, and the time within which such basic training shall be completed following such appointment on a non-permanent basis;

(f) To certify police officers who have satisfactorily completed basic recruit training programs and to issue appropriate certificates to such police officers;

(g) To recommend categories or classifications of advanced in-service training programs and minimum course of study and attendance requirements with respect to such categories or classifications;

(h) To visit and inspect municipal police basic training schools and to inspect each school at least once a year;

(i) To consult with and cooperate with departments and agencies of this state and other states and the federal government concerned with police training;

(j) To employ an executive director and such other personnel as may be necessary in the performance of its functions;

(k) To perform such other acts as may be necessary and appropriate to carry out the functions of the Council as set forth in Sections 7-294a to 7-294c inclusive.

(As one official remarked, "The Act gives the Council power to do many things except their principal preoccupation -- conducting a municipal police training academy!")

Earlier sections of the Act spell out definitions (7-294a); provisions for appointment to the Council (7-294b); and a requirement that an annual report be filed (7-294c).

(Since 1965, several amendments have been passed which clarify who must receive training; excluded were "supervisory officers" [e.g., a Chief of Police who may be hired from out-of-state] and included were full-time, uniformed elected constables. In 1967, item [j] above was added providing for an Executive Director and staff.)

The early years of the MPTC were concerned with assuming responsibility for the training programs being conducted by the Chiefs in conjunction with the Connecticut State Police (CSP) operating in Bethany as aforementioned. Mr. James W. Herlihy is noted as Executive Director of the MPTC at the 34th Session of the Chiefs' Academy -- October 7, 1966.

As late as the 52nd Session ending October 25, 1968, five CSP troopers were listed as participating in the training program along with the original four MPTC training officers. CSP participation was soon phased out as the four MPTC instructors took over the bulk of the training.

A reading of the minutes of the Council from 1965 to-date reveal a concerted time-consuming effort to build a new academy. Site selection was a particular problem until the Meriden site was chosen. Plans, cost estimates and similar problems were encountered in the early years.

While the Academy was under construction, training was relocated from Bethany to the Naugatuck Armory.

Unfortunately, the original bond issue and subsequent Academy funding did not allow a completed facility. Major deficiencies include a gymnasium, training tank, outside firearms range, driver training track and skid pan, and air conditioning.

The Academy opened in June, 1971, and now accomodates parallel training programs of the Connecticut State Police and the MPTC.

During this period of time (1965-1971) there are several events or series of events which should be mentioned for a fuller understanding of law enforcement training and education.

4.1.1.1 Federal Funding

The first matter is very important; it concerns the funding of training programs by the Connecticut Planning Committee on Criminal Administration (CPCCA) with Federal funds provided by the Safe Streets Act as administered by the Law Enforcement Assistance Administration.

A current list of funded grants, grantees, projects and amounts is contained in Figure 4-1. This list contains only training programs and/or projects which concern municipal police training.

LAW ENFORCEMENT TRAINING RELATED PROJECTS FUNDED BY THE CPCCA*

Figure 4-1

<u>GRANT NUMBER</u>	<u>GRANTEE</u>	<u>PROJECT</u>	<u>AMOUNT</u>
8.0 <u>Criminal Justice System Manpower Problems</u>			
8.1 <u>Supervisory and Middle and Top Management Training for Criminal Justice System Agencies</u>			
A69-93-4	New Haven	Regional In-Service Supervisory Training	\$ 28,200
A70-49-47	Enfield	Police-Supervisory Training	9,470
A70-64-49	Hartford	In-Service Police Management Training	13,687
A70-95-98	New London	Supervisory and Command Training	6,188
A70-176-1000	S.C.C.C.P.A.	Regional Supervisory Training	28,146
A70-4330-0197	M.L.E.P.A.A. (Maine)	Babson Command Training Institute	8,246
A71-173-246	C.J.S.B.S.R.	Executive Seminar for Area Chiefs of Police	4,500
A71-4330-38	M.L.E.P.A.A. (Maine)	Babson Command Training Institute	46,841
A72-15-46-2	Bridgeport	Police Management Training	987
8.2 <u>Professional Civilian Specialists for Criminal Justice Agencies</u>			
A71-2003-251	MPTC	Police Library (Librarian)	15,537
A72-2003-251-2	MPTC	Police Library (Librarian)	7,212
8.3 <u>Use of Professional Personnel in Criminal Justice System Agencies -- Pilot Projects</u>			
(Projects listed were not training related)			
8.4 <u>Training Systems Development</u>			
A69-2003-7	MPTC	Library of Police Training Films	10,000
A70-93-23	New Haven	Development of Recruit Training System	19,171
A70-93-95	New Haven	Academy-Field Recruit Training	19,808
A70-158-74	Westport	Production Tapes for In-Service Training	8,815

*Projects which are not law enforcement related or which are not training related have been eliminated from this list as supplied to the consultants by MPTC.

GRANT NUMBER	GRANTEE	PROJECT	AMOUNT
A70-1810-292	FFld City Law Library	Purchase of Criminal Law Books	\$ 4,500
A70-2003-7C	MPTC	Film Lending Library for Police Training	10,350
A70-2003-7CC	MPTC	Film Lending Library	2,137
A70-2003-69	MPTC	Police Manual Project	32,050
A71-177-256	E.C.C.J.S.B.	Resource and Training Systems and Development Center	15,150
A71-110-313	Plainville	Training Systems Development	1,386
A72-2003-84001	MPTC	Training Systems Development	28,108
A72-2003-84002	MPTC	Firearms Discretionary Training	5,500
A72-93-84003	New Haven	Education Program Evaluation	7,430
8.5 Expansion and Diversification of In-Service Training for Police Officers			
A69-37-2	Derby	Narcotics Training for Two Officers	534
A69-64-27	Hartford	Police In-Service Training Regional	18,789
A69-80-3	Meriden	Regional In-Service Legal Training	3,400
A69-89-14	New Britain	Sensitivity Training for Police Officers	2,127
A69-89-6	Waterbury	Regional In-Service Training	9,732
A70-15-45	Bridgeport	Family Crisis Intervention Center	12,400
A70-15-46	Bridgeport	In-Service for Police Supervisors	15,085
A70-17-96	Bristol	Regional In-Service Training	7,264
A70-59-48	Groton	In-Service Training for Patrolmen	13,030
A70-62-97	Hamden	Regional In-Service Training	19,050
A70-77-50	Manchester	Regional In-Service Training Phase I	13,000
A70-77-50C	Manchester	Regional In-Service Training Phase II	9,700
A70-83-51	Middletown	Law Enforcement Seminars	1,851
A70-89-21	New Britain	Regional Recruit Training Program	3,226
A70-104-52	Norwich	Regional In-Service Training	8,284
A70-151-56	Waterbury	Regional In-Service Training	8,800
A70-151-56C	Waterbury	Regional In-Service Training	6,295
A70-156-101	West Haven	In-Service Training	4,400
A70-159-102	Wethersfield	In-Service Training Films	1,250
A70-163-57C	Willimantic	Regional In-Service Training	17,320

GRANT NUMBER	GRANTEE	PROJECT	AMOUNT
8.5 (Continued)			
A70-173-54	S.R.C.J.S.B.	Regional In-Service Training	\$ 18,845
A70-175-55	Valley Chiefs	Regional In-Service Training	27,721
A70-176-53	S.C.C.C.P.A.	Penal Code	55,000
A70-176-53C	S.C.C.C.P.A.	Penal Code	30,000
A70-2003-283	MPTC	Training Academy Gym Equipment	2,900
A71-80-261	Meriden	Meriden Criminal Law Courts	10,920
A71-128-262	Simsbury	Regional In-Service Training	1,632
A71-173-257	C.J.S.B.S.R.	Community Relations Training Program	16,100
A71-173-258	C.J.S.B.S.R.	Regional In-Service Training Program	50,225
A71-80-299	Meriden	Meriden Criminal Law Courts	15,554
A71-177-259	E.C.C.J.S.B.	Southeastern Regional Law Enforcement Training	12,618
A71-177-260	E.C.C.J.S.B.	Eastern Connecticut Technical Training Program	5,469
A71-2001-297	State Police	In-Service Training for Superior Officers	11,800
A71-2111-152	CPCCA	Statewide Penal Code Training	63,418
A71-4000-271	Dept. of Health	Narcotic Agent Training	500
A71-4501-295	Office of Medical Examiner	Conduct Seminars on Medical Investigations of Sudden Death	1,500
A71-7702-270	Manchester CC	Recruit Training for Hartford Police Department	2,538
A71-104-311	Norwich	Police In-Service Seminars in Abnormal Behavior	2,665
A72-15-85001	Bridgeport	Human Relations Officers	4,535
A72-15-85002	Bridgeport	Communications Skills	8,013
A72-17-96-2	Bristol	Regional In-Service Training	13,000
A72-25-85003	Cheshire	In-Service Training	14,284
A72-49-27-2	Enfield	In-Service Training	10,695
A72-64-27-3	Hartford	Recruitment and Training Development	6,420
A72-77-50-3	Manchester	Regional In-Service Training Phase II	3,200

GRANT NUMBER	GRANTEE	PROJECT	AMOUNT
8.5 (continued)			
A72-2003-7-4	MPTC	Film Lending Library	\$ 10,000
A72-93-85004	New Haven	States Attorney's Training Program	19,891
8.6 <u>Job Task Analysis and Personnel Assessment for Criminal Justice System Agency Personnel</u> (Projects listed were not training related)			
8.7 <u>Central Recruiting and Testing</u> (Projects listed were not training related)			
<u>Others</u>			
70-DF-247	MPTC	Training Council Services	30,000
71-DF-745	New Haven	State's Attorney Training Program	12,709

Comments on each of the major categories [(8.1) to (8.5)] are worth noting:

--(8.1) Supervisory, Middle and Top Management Training: Of the \$146,265 awarded to law enforcement agencies, \$72,004 went for supervisory training, \$19,174 to management training and \$55,087 to the Babson Institute.

--(8.2) Professional Specialists: The MPTC received \$22,749 for the employment of a librarian.

--(8.4) Training Systems Development: Of the \$164,405 approximately half of this funding was awarded to MPTC (\$88,145). The \$32,050 grant to the MPTC for a police manual is reported to have been turned back to CPMCA unused.

--(8.5) Expansion and Diversification of In-Service Training for Police Officers: The largest amount of money has been devoted to in-service and allied activities within this category; a total of \$594,980 has been committed. Categorizing the grants on the basis of the title (as given), the funds have been allocated as follows:

In-service Training	\$ 315,753
Penal Code Training	148,418
State Attorney Training Programs (New Haven and Meriden)	46,365
Specialized Training	25,891
Community Relations	16,100
Conn. State Police	11,800
MPTC (Film Library)	10,000
Recruit Training	5,764
Human Relations	4,535
Narcotics	1,034
Others	3,320
	<u>\$ 594,980</u>

--Other Training: Two other discretionary programs are listed, one to the MPTC for "Training Council Services" in an amount of \$30,000 and a second to New Haven for a State's Attorney's Training Program in an amount of \$12,709.

In passing, several findings are worth noting: (1) The MPTC has been a beneficiary of Federal funding particularly in the areas of film acquisitions and library and librarian services; (2) Almost \$1,000,000 of funding has been allocated to training and the bulk of it has gone to local police agencies for in-service training and allied activities; and (3) Funding has been accorded to agencies on the basis of their interests and initiatives without overall plan or design.

4.1.1.2 The Barry-Thornton Report

The second event is the so-called Barry-Thornton* Report, in actuality a report by the State's Commission for Higher Education (CHE). Pursuant to a Senate Joint Resolution, the CHE prepared a report to the legislature in January, 1971, in response to (the full text of) the resolution as follows:

Resolved by this Assembly:

That the Commission on Higher Education shall develop an overall education program in the field of police science and law enforcement, including expansion of programs leading to the associate in arts degree and the development of four year courses and post graduate work and shall make a report of such study with recommendations for necessary legislation to the 1971 session of the general assembly on or before January 15, 1971.

The report presents an overview of law enforcement education in Connecticut and contains a series of fifteen recommendations. Because of the importance of the information contained therein and because of the potential importance of the recommendations to the conclusions and recommendations of this report, the Barry-Thornton Report is reproduced in Appendix A.

Excerpts from the Barry-Thornton Report will be included in a subsequent section dealing with law enforcement education. However, it should be noted that few, if any, of the recommendations have been implemented

*The two legislative sponsors.

to date, nor have any been enacted into legislation per se.

4.1.2 Current Status of Law Enforcement Training

The MPTC occupies a central role in terms of recruit training in the State. Hartford, New Haven and Bridgeport (which has done no hiring or recruit training for more than one year because of legal problems) have their own recruit training programs; these programs are certified by the MPTC. All three programs exceed the MPTC programs in number of hours by a factor of two or three. Other recruit schools have been held in New Britain (which utilized MPTC staff in part) and in Fairfield County.

The MPTC has increased its hours of instruction from its original 160 hours to approximately 204. This is accomplished in 23 days; hours of instruction necessarily exceed eight per day.

Very recently (mid-1973) additional staff members have been hired and double sessions have been held, i.e., sixty men trained at one time rather than the thirty which has been the rule. The double sessions have helped to alleviate a backlog situation which has plagued the Council since 1966.

Efforts to expand Council activities have often been put off because of the "backlog" -- and also because of hiring restrictions placed on the Council by one or more State agencies. The recent hirings of professional staff have signaled an end to the hiring prohibitions. A Director of Training and additional instructors have been hired.

Recruit training is the principal preoccupation of the current MPTC staff.

In addition to MPTC recruit training, the Connecticut State Police carries an entirely separate recruit training program which approximates 17 weeks. The CSP also employs the staff (janitors, cooks, etc.) and "manages" the facility.

(While joint occupancy and CSP management of the MPTC facility appears to work well, the long-term success of this arrangement raises questions -- as does the entirely separate staffs.)

The Meriden facility, although not complete as noted above, receives fairly heavy use by other law enforcement and non-law enforcement agencies. Specialized seminars of all kinds are held at Meriden including some sponsored by the MPTC and/or the CSP and some conducted under the auspices of the Bureau of Narcotics and Dangerous Drugs, Alcohol Tax and Firearms Unit of the Department of the Treasury, the F.B.I., etc. Other agencies such as the Connecticut Heart Association make regular use of the facility for training purposes.

The MPTC does not conduct continuing in-service, supervisory or management training. Supervisory training is available at the New England Regional Command and Management Training Academy held at the Babson College Institute in Wellesley, Massachusetts.

In-service training is carried on by regional groupings and by individual departments as indicated by the listing in Figure 4-1 and as commented on in the next several sections.

Recruit training is an on-going activity in the State; other training is not well organized or systematic.

4.1.3 Current and Future Directions for MPTC

Current and future directions of the MPTC are a principal emphasis of this study. During the course of the study, April to November, 1973, the MPTC undertook important new responsibilities related to its role in other than recruit training. A review of those matters is important for a fuller understanding of this new responsibility.

In its publication, Manpower Problems of the Connecticut Criminal Justice System, dated August, 1972, CPCCA made the following observations:

Training is a major problem throughout the Connecticut criminal justice system. It is fragmented and, except for police recruit training, marked by a notable lack of continuity. Many courses and training programs may be available but there is a lack of coordination and, as a consequence, many training programs suffer from under-attendance while, at the same time, agencies decry the lack of training.

This excerpt was but one of several conclusions which were critical of criminal justice training and police training in particular.

With this conclusion as a point of reference for its planning, CPCCA in a subsequent document dated January, 1973, entitled, 1973 Action Programs earmarked \$32,000 to the MPTC for Supervisory and Middle and Top Management Training (p. 185), upwards of \$36,000 for Training System Development (p. 194) and upwards of \$100,000 to conduct In-service Training. These allocations were (reportedly) made without formal notice or negotiations by CPCCA with the MPTC.

During April, May and June four key documents highlight the interactions between CPCCA and the MPTC on this very important subject.

(1) Minutes of the MPTC for April 5, 1973, report the appearance of Mr. H. R. Sterrett, Executive Director of the CPCCA, before the Council. The minutes are included as Appendix B. In brief, Mr. Sterrett presented his ideas regarding an expanded training role for MPTC.

(2) Mr. Sterrett followed up his meeting with a letter to (MPTC Council Chairman) Chief Thomas Sullivan dated April 30, 1973. The full text of that letter follows:

Chief Thomas Sullivan, Chairman
Municipal Police Training Council
Meriden Police Academy

Dear Chief Sullivan:

On April 5 I met with the Municipal Police Training Council at your invitation to discuss the Planning Committee's thoughts on police training in Connecticut and Phases III/IV construction at the Academy.

Briefly, I proposed to the Council:

- (a) That the MPTC strengthen and expand its leadership role in police training and implementing professional police performance standards;
- (b) That the MPTC develop a comprehensive proposal for across-the-board recruit, in-service and management training of all local police officers in Connecticut. Upon Planning Committee acceptance of this proposal, next year we would award the MPTC a "block grant" of approximately \$200 - \$250,000 for implementation of the Council's plan. After this block award, the Planning Committee would no longer fund police training programs on an individual basis;
- (c) That the MPTC consider appointing an "ad hoc" advisory committee on police training made up of police training officers, educators, businessmen, etc. This committee would review and make recommendations to the Council on improving the Academy's training curriculum.
- (d) That Major Benjamin Goldstein, CPCCA Assistant Director -- Field Services, be designated my representative to work with the Council in implementing the above three issues.

Also, at the April 5 meeting, I reaffirmed the Planning Committee's desire to seriously consider financial support next year of the Academy's firing range and skid pan. However, I pointed out that we must as soon as possible have a detailed proposal as to costs and justification of these items. To date, I have not received this information from the Council.

I look forward to receiving the Council's response to the issues I respectfully submitted at the April 5 meeting.

Best personal regards,

Cordially,

/signed/

H. R. STERRETT
Executive Director

(3) -- On May 9, 1973, a press release from CPCCA reiterated its position:

CPCCA OKAYS MOVE TO COORDINATE POLICE TRAINING

The Executive Committee of the Connecticut Planning Committee on Criminal Administration (CPCCA) has told its professional staff to work with the Municipal Police Training Council (MPTC) to coordinate statewide police training.

Police training (recruit, in-service and management) is a priority for the CPCCA. Currently, this training is decentralized. At Tuesday's executive committee meeting, CPCCA Executive Director H. R. Sterrett

presented a four-part proposal aimed at giving MPTC the resources to coordinate training on a statewide basis.

Sterrett told the executive committee that:

A. MPTC strengthen and expand its leadership role in police training and in implementing professional police performance standards.

B. MPTC develop a comprehensive proposal for across-the-board in-service, recruit and management training of all local police officers in Connecticut. Upon CPCCA acceptance of this proposal, the planning committee would, next year, award a block grant of \$200 to \$250,000 to MPTC for implementation of its plan.

C. MPTC consider appointing a committee of police, professionals, laymen and educators to review the Council's training curriculum.

D. A CPCCA representative, Assistant Director Ben Goldstein, be designated to work with the Council in implementing the above proposals.

Sterrett said he had already discussed the proposals with the MPTC, but it hadn't yet formally responded to his recommendations. The executive committee agreed with Sterrett that training should be coordinated statewide and voted he be given full authority to negotiate with MPTC for the proposed coordination of training.

(4) On June 8, 1973, Mr. Richard Hannon replied to Mr. Sterrett, the text follows:

Dear Mr. Sterrett:

At its June 7, 1973 meeting, the Municipal Police Training Council discussed the proposals made by you to the Council. It came to several conclusions.

At the present time, the Council rejected the proposal of an Advisory Committee on police training. The Council is waiting for preliminary reports from the consultants to see exactly what some of the training problems are. The Council does not object to an "ad hoc" committee to contribute solutions or alternatives to some specific training problem, and passed a Motion to appoint ad hoc committees when necessary.

Needless to say, the Council is eager to strengthen and expand its leadership role in police training. The Council is also aware of its limited staff and funds, and would like to meet with you and Ben Goldstein to discuss the mechanics involved in the block grant concept...

The questions brought up were just too numerous to mention here, and another meeting seems advisable.

Sincerely,

/signed/

Richard M. Hannon
Executive Director

On September 6, 1973, Mr. John Burke, CPCCA's Manpower Development Specialist, presented additional information to the Council regarding MPTC control and disbursement of CPCCA training funds and related matters.

Following Mr. Burke's presentation and after further discussion, the Council unanimously voted to accept the block grant concept as proposed by Mr. Sterrett.

By this action, MPTC has undertaken important new responsibilities which go far beyond its principal emphasis upon recruit training.

4.2 Findings from Field Data Collection Interviews

In the course of its work, the PRC/PMS study team undertook a fairly extensive municipal police training data collection. The purposes of the data collection were primarily to assess the state-of-the-art and, secondly, to assess training needs and requirements.

A series of five interview grades were developed for: Chiefs of Police, Training Officers, MPTC Graduates, non-MPTC Graduates and municipal officials generally.

During the week of May 14, a five-man PRC/PMS study team visited twenty-one police agencies and municipalities; approximately 100 men and women were interviewed. In order to gain a representative sampling of departments, agencies serving several population groupings were contacted as follows:

<u>Population</u>	<u>Municipality</u>
Over 100,000	Hartford New Haven Bridgeport Waterbury Stamford
75,000 - 100,000	New Britain Norwalk

50,000 - 75,000

Meriden
Danbury
E. Hartford
W. Haven
Greenwich

25,000 - 50,000

Norwich
Hamden
Torrington
Enfield

Under 25,000

Putnam
Winsted
Middlebury
Glastonbury
Darien

In addition to the foregoing, the interview guides were pre-tested in Manchester.

In all cases, the Chief of Police was interviewed as well as the Department's training officer, if so designated. In addition, and as time allowed, a representative sample of MPTC graduates and non-graduates were interviewed; and, also as available, Mayors, Selectmen, Managers and/or other local officials were interviewed for their insights on law enforcement training needs. Finally, a group of law enforcement educators were interviewed including Professor Beldon-Schaffer from UCONN and representatives from several colleges and universities with law enforcement programs.

The four interview guides were subjected to an in-depth analysis. The results of that analysis is included in this section, along with results of unstructured interviews with several persons involved in law enforcement education in several colleges and universities.

The order of sections is: municipal police agency interviews, college and university interviews and municipal officials interviews. A special analysis of data is included as a separate sub-section (4.2.4).

4.2.1 Findings from Interviews of Municipal Police Personnel

As indicated above, personnel from twenty-one municipal police departments were interviewed. The agencies are believed to be representative

of agencies in the State, although there was heavy emphasis upon larger departments; all agencies in communities (seven in number) with a population exceeding 75,000 were included in the sample.

Of the four interview guides administered, three yielded data which could be tabulated. So few non-MPTC graduates were interviewed that the interview guides were discarded.

The remaining guides (Chiefs, Training Officers and MPTC graduates) were reviewed and tabulated separately. The following narrative represents a synthesis of the three individual reviews and analyses; thereby eliminating most of the overlap among the three.

This section (4.2.1) is concerned with three principal topics: pre-service educational requirements and college enrollment; recruit training; and all other training.

4.2.1.1. Education Requirements and College Enrollment

All departments require either a high school diploma or an equivalency for initial employment. Over 35 percent of departments require just the high school equivalency diploma while only one will not recognize the equivalency.

A majority (75 percent) indicate that they feel present educational requirements to be adequate. Nevertheless, the remainder are looking for applicants who are willing to continue their education beyond the high school level. Those who note a preference for recruits with higher educational levels are represented by both large and small departments.

A rapid increase in the development of two-year college law enforcement programs was noted as one factor which may provide more applicants with associate degrees. Most departments recognize this trend and about 80 percent feel the educational level of respondents is improving.

Nevertheless, general satisfaction with present educational requirements is one indicator of what appears to be a general hesitancy to upgrade educational requirements or to actively seek recruitment of college and community college graduates. This may be the result of an apparent skepticism concerning both the utility and practicality of higher education for the "street needs" of the law enforcement officer. In addition, it may be related to the fact that "career development programs" are generally non-existent within police agencies. The practicality therefore of employing expanded numbers of college graduates under present circumstances is questioned.

The applicability of police science curricula as opposed to general higher education is also questioned since only one in three police administrators are willing to state that a police science education is of greater value to a law enforcement career.

Notwithstanding the lack of consensus concerning the utility of college programs, an overwhelming 95 percent of all agencies have personnel who are presently enrolled in college or community college programs. Yet, relative to departmental size, enrollments are somewhat limited.

Most departments now have graduates of two-year college programs on their force, and about three-fourths of departments have several four-year college graduates.

Over half of all agencies provide some extra compensation to employees who complete a certain level of college or are graduated from college. This is apparently a strong incentive for employees to continue their education since departments who furnish these incentives reflect a significantly higher percentage of college attendees and graduates among their personnel than those departments who do not.

4.2.1.2 Recruit Training

Twenty percent of departments, generally smaller ones, presently have officers who have not completed formalized recruit training (these are almost entirely men hired before Public Act 575). In one department, particularly, about four in every five employees are in this category. Nevertheless, most (90 percent) departments utilize the facilities furnished by MPTC.

Prior to enrollment at the academy many departments utilize recruits "on-the-street" for several months. This is said to provide recruits with some first-hand knowledge of the nature of police operations, and was said to act as a "facilitator" for the learning experience at the academy.

A majority, 70 percent, of agencies with training programs offer recruit supplementation courses. Sixty-five percent offer field work with supervision of between 40 and 240 hours, a half provide short entry course between 40 and 120 hours, 35 percent provide both types of supplementation training, ranging from 120 to 1040 hours.

--Administrators' Views of Recruit Training. The MPTC recruit training program is viewed in a very favorable manner by a large majority of police administrators. About one-fourth describe the overall program as "excellent" and all but one of the remaining departments feels it is satisfactory. Administrators' suggestions for improvement generally relate to lengthening the present program and improving the quantity and subject matter of the offerings.

Administrators are generally in favor of increased lengths of recruit training. More than forty percent would be able to send their officers to recruit programs of more than 320 hours even at their present funding levels. Overall, all but two agencies contacted were desirous, and capable,

of utilizing a more extensive recruit training program.

A majority, 65 percent, also feels that increased physical training is needed for recruits.

--Graduates Views of Recruit Training. With a few exceptions, the general recruit training program of the MPTC is viewed favorably by its graduates.

Most find the facilities to be adequate for their training needs. However, about forty percent feel that several needs should be met to include providing a gym and additional physical training facilities together with an outdoor firing range, an armory and an adequate study room.

Graduates are in agreement about the quality of instructors at the Academy. They indicate that instruction is good to excellent.

Course content is also felt to be good generally. Yet all agree that courses should be longer and in greater depth as well as include more areas of specialization.

For example, most often cited subject areas which should be added to the training curriculum are those involving the criminal law, particularly laws of arrest and search and seizure, accident and criminal investigation, defense tactics and physical training, psychology/sociology, courtroom conduct and driver training (in order of frequency cited). It is felt that more time should be added to accommodate such subject areas as behavioral sciences and community awareness, as well as the more pragmatic skills that directly relate to their work experiences.

The importance of these subject areas is again noted by graduates who were asked to indicate emphases based upon their street experience. Most often cited are subjects pertaining to handling personal confrontations including self-defense tactics and first aid, criminal and constitutional law, and an accent upon training which will most closely parallel

practical experience situations.

There is some difference of opinion over the adequacy of, and techniques/methods utilized for, instruction. While about half state that these are good or adequate, an equal percentage feel that the routine lecture approach needs to be augmented by alternative teaching methods -- role playing, group process, incident simulation and automated methods, as well as the addition of more visual aids and opportunities for class discussion.

A large majority of former students feel that the live-in facilities provided by the Academy are good. The problems cited are those relating to a feeling that there is excessive regimentation; that dormitory-style living carries some problems for the student; and that physical education and recreation facilities are inadequate.

With regard to the particular strengths of the program, the greatest number compliment the value of utilizing instructors with extensive on-the-job experience. In terms of the quality of course offerings, accident investigation is felt to be particularly well done as are firearms training and the laws of arrest, search and seizure.

4.2.1.3 In-service and Specialized Training Activities

--Overview. Although most departments offer in-service training in various forms and degrees, the chiefs of agencies are generally vague about the details of such programs.

In a general sense, most are preoccupied with the exigencies of daily operations and the demands placed upon them by the need for efficient and effective operational capabilities. Consistent with such demands, in-service program offerings which appear on a routine basis, generally pertain to the development of more technical or operational skills.

Training budgets are limited and are not clearly delineated.

General shortages of manpower, particularly among line personnel, frequently prevent the development and continuation of in-service programs. In no case where potential remedies, such as planned personnel rotation, being utilized to overcome this problem.

As a consequence of these and other factors, planning for training operations is either nebulous in nature or non-existent. Training goals and objectives beyond the recruit stage are unformalized and inarticulate.

About a third of departments maintain full-time training officers or staffs. Yet instructor qualifications are not formalized and no minimum standards have been set for instructor selection. Selection of instructors is, consequently, based more on such factors as availability and the desire to teach than upon a set of standards which delineate requisite instructor qualifications or levels of competence.

--Impetus for and Perceived Need for In-service Training Development

The impetus for in-service training varies greatly among departments, irrespective of the ability or capacity to provide such training. While 30 percent of agencies feel that 40 to 60 hours of in-service training should be given annually, about 10 percent feel that 40 hours or less is sufficient, and an additional 20 percent would prefer more than 100 hours annually.

Even though about 85 percent of departments provide some form of in-service training the extent and quality of offerings is quite limited. Yet, even though a large majority recognize the problems associated with their present in-service training program, about half indicate they are satisfied with current offerings.

It would seem therefore, that a certain degree of hesitancy exists with regard to these administrators' desires to rectify present deficiencies.

This reluctance is most probably consistent with attitudes concerning the overall significance and impact of in-service training upon police performance and effectiveness.

For example, while staff members who are involved directly with departmental-training operations are generally of the opinion that management is in support of training programs, nearly a third relate their feeling that management is not genuinely concerned. This situation is concentrated entirely within medium and large agencies where, it is noted, training needs are overlooked in favor of the demands of daily operations and requirements. In these situations it is also felt that sufficient time is not scheduled for departmental personnel to attend training programs.

Generally, the two greatest training problems noted by agencies is a lack of both time and funds for training. About forty percent of all agencies contacted regarded these as major roadblocks to development of new training efforts or the expansion of present levels of training.

Additionally, about one in four note the problems created by a lack of: (1) local training facilities and (2) standardized program offerings.

Of interest in an analysis of training requirements is the fact that in no case could administrators identify an organizational or personnel problem which could be improved by means of training.

Nevertheless, in terms of special skills needed by department members a number of areas were noted. Among those most often cited are (in order) those relating to skid-pan driver training, defensive and pursuit driving, crime scene processing, supervision, community and human relations, and search and seizure.

Perceived needs are general in that most indicate a desire to expand overall in-service training capacities including course offering and course lengths, training staffs, development of increased funding for

training needs as well as the development of a mechanism which will provide for the efficient release of officers for training purposes.

In addition, agency heads note that personnel particularly in need of training are those in supervisory roles, followed by recruits, middle managers and executives.

Nearly 80 percent of departments indicate that a program of in-service physical training is needed.

--Constraints/Schedules, Budgets, Contractual Agreements. Constraints to the initiation of in-service programs are not primarily due to scheduling difficulties since three-fourths of departmental administrators admit that changes in scheduling are possible to accommodate in-service programs. Nevertheless, only about one in every three departments have implemented a system of personnel rotation which would aid in manpower availability for training purposes. Implementation of a rotation plan is more difficult among smaller departments who do not maintain the scope of available personnel.

Over half of agencies responding indicate that additional released time could be undertaken each week without a significant loss of operational effectiveness. On an average this additional available time is estimated at about 44 hours per week. There seems to be little or no correlation between departmental size and the amount of additional release-time which can be afforded.

On the other hand, if there were a full schedule of in-service training courses held at Meriden, nearly half of all departments cannot determine how many men they could send. Those who can provide estimates indicate on average about three per week.

Most agencies indicate that, for purposes of in-service or specialized training, a member of their agency could be away from his duties for a period up to one week.

In nearly sixty percent of replies, budgetary limitations are also cited as a primary constraint upon the expansion of present programs as well as upon one's capacity to plan financially for training efforts. Where finances are considered to be either inadequate, the general feeling is that there is a "poor" or "remote" chance that funding can or will be expanded. On the other hand, those who feel that funding is adequate, also relate a more positive view of the possibilities for expanding training funds through positive program development, grant applications and through overall departmental expansion. These views are consistent between both training officers and agency executives.

Another major problem with regard to the development of advanced and in-service programs is the existence of union contracts which require municipalities to pay overtime at one and one-half times the hourly rate for officers attending schools in off-duty hours. About 40 percent of departments are subject to this type of provision which forms a significant financial obstacle to expanded training programs for all agencies, particularly for larger departments. Solutions are suggested by administrators who would either reallocate funds or attempt to renegotiate contractual obligations.

4.2.1.4 Status of Agency Training

--In-house Training Capabilities. Generally, only the largest of police departments are capable of providing specific data on the number and duration of in-house, in-service training offerings over the past several years or a breakdown on the number or classes of personnel who have attended such programs. This overall lack of information concerning the status of in-house training capabilities is equal, if not more acute, with regard to the sources of outside training.

Physical training is generally only offered to recruits with about

15 percent of departments indicating that they provide some form of in-service physical training. Physical training facilities are predominantly unavailable and local high schools were said to be utilized.

Firearms training facilities are maintained by many agencies. Smaller departments generally share the facilities of larger agencies in their area as do other police agencies including university and college police.

Nearly sixty-five percent of departments provide classroom space for training sessions. Predominantly one-room facilities, capacities range from ten to fifty persons and are generally in good condition with regard to lighting, acoustics, and furnishings. In no case, however, are any ancillary facilities provided which will allow adequately for food service, class breaks or overnight accommodations.

Driver training is not provided on a general basis. Only two agencies report that they carry on any form of driver training.

Library materials and facilities are generally lacking within police agencies. Current books, periodicals and reading or study areas are the exception rather than the rule. About twenty percent of libraries however can be considered to be in good condition and relatively well-equipped. Generally these are resources which are found in the larger departments although at least one notable exception is found in a smaller agency.

One-half of all departments offer some form of refresher course, another twenty percent provide either supervisory or command training while about fifteen percent of agencies indicate that they provide specialty courses.

Lecture formats are utilized by all agencies, and the seminar/workshop and group process/sensitivity approaches are only employed by 35 to 45 percent of agencies. Only about one-fourth utilize such techniques as simulation/role playing and supervised practice on the job.

--Training Staffs. The average training staff maintains one full-time and two to three part-time employees although this may vary as much as to six full and twelve part-time personnel among the larger police agencies.

Nearly one-third of training program administrators occupy full-time positions while an equal proportion also possess a minimum of a Bachelor's degree. Most have a rank of either sergeant or lieutenant.

Of the 65 percent of agencies maintaining training programs, only about forty percent are readily able to provide a full accounting of the nature and frequency of such training. Most frequently, the nature of reported in-house training consists of firearms instruction, patrol operations, safety and first aid, community relations, and law related subjects.

Eighty percent of agencies presently maintain no minimum requirements for instructional staff. Most are selected on an arbitrary basis although some agencies indicate that experience and previous training as well as an ability to teach are general considerations. Where instructors are trained, in less than 15 percent of the cases, courses are utilized including an offering by the Northwestern University Traffic Institute or through the MPTC teacher training programs.

--Incidence of In-service Offerings. About 65 percent of all agencies contacted indicated that they maintain some form of on-going training program for their personnel. Most of the remainder generally provide one or more forms of training of an entry, in-service or specialized nature.

About one in every three agencies provide regularly scheduled in-house programs. The remainder are generally provided on an irregular or infrequent basis -- when courses are available to the agency or as needs indicate.

--Guest Lecturers. About 35 percent of agencies report that they

utilize guest lecturers to augment their training staff and fulfill specific training needs. Lecturers are generally obtained from nearby police agencies and related criminal justice system components, local social service agencies (e.g., mental health, Red Cross), university and high school faculty and Federal agencies such as the Treasury Department, the F.B.I., and BNDD.

Training curricula provided by visiting lecturers varies greatly in content although frequently noted are courses related to first-aid, the penal code, narcotics and drug abuse, and community relations. To lesser degrees, subjects range from juvenile delinquency and youth problems to mental health, laws of arrest and search and seizure.

4.2.1.5 Outside Training Resources

--Outside Sources of Training. About one-third of the agencies contacted have also provided in-service and specialized training programs within their organization through the use of outside firms or agencies. This training approach however is used only sporadically.

The nature of these courses most frequently involves human relations, accident investigation, emergency medical care, criminal law and psychology/sociology matters. Contractors are generally utilized on an infrequent basis and for only a limited number of attendees. Although some departments maintain contractor services over an extended period of time, the duration of most courses ranges from a few days to several weeks.

--MPTC Training. Over 85 percent of departments have also utilized the specialized training programs (primarily short courses) offered by the MPTC. All who have had experience with these programs agree that they generally meet the needs for which they were designed. Yet, again, most feel that such efforts should be expanded on a continuous

basis to include other program offerings, including supervisory training, middle management and/or executive development.

--Outside Agencies. Beyond the specialized training programs offered by the MPTC, nearly 70 percent of agencies contacted indicate that they send their officers to outside in-service training programs on a limited basis. Nevertheless, these same agencies are generally unaware of the exact number of personnel who have attended these programs or the specific nature or degree of such training. This is primarily due to the fact that training records are generally only available within larger departments, and even then, seldom in an easily accessible form.

Most notable among the sources of supervisory training is the program offered at the Babson College Institute. Of the 95 percent of departments who could comment on the program, all but one noted that it was either "very good" or "excellent."

Other frequently noted outside sponsors of in-service training are the Northwestern University Traffic Institute, Arnold Markle Police Seminars as well as the State Police or such Federal sources as BNDD and the F.B.I. With the notable exception of programs sponsored by Babson, most courses are of short duration and typically concerned with such specialized subjects as firearms, fingerprinting, bombs, narcotics, etc.

About fifty percent of departments have one or more persons who have graduated from the F.B.I. National Academy, about forty percent have graduates from Northwestern Traffic Institute and about ten percent from the Southern Police Institute.

All individuals questioned had attended at least one in-service training session. Primarily these sessions pertain to the more mechanical aspects of police work to include photography, fingerprinting and firearms. In addition however, several individuals have attended short courses in

law through local colleges and prosecutor's school. In a majority of cases, these courses are felt to have been of some benefit in the actual performance of one's duties. In a few instances, however, they were deemed impractical or a review of material studied in recruit training.

4.2.1.6 Training Delivery Methods and Responsibilities

--Training Delivery Methods. There is general consensus with regard to where recruit training should be held. All but one agency indicates that recruit training is most suitable or appropriately held in a "police academy."

With regard to in-service training, about twenty percent of the agencies indicate that the college campus would be a suitable location.

In only about fifteen percent of the cases is an in-house approach regarded as suitable for conducting either recruit, or in-service and specialized training.

While seventy percent feel that the Academy is equally suited to in-service training needs, only about one-third indicate that a regional facility could serve in this capacity. In addition, the notion of regional training is remote to most administrators and none can actually visualize such a facility.

Likewise, the concept of regional training, as a remedy to fiscal and other organization constraints, is of little interest to most departmental training officers. The few who voice an opinion on the subject primarily indicate that such a facility could not relate sufficiently to local and agency specific training needs or the variance in processes and procedures among agencies. In addition, location, financing, inter-agency cooperation and transportation are cited as potential obstacles

CONTINUED

1 OF 4

to the establishment of a regional training center.

Nevertheless, over half of all police chiefs responding indicate that their agencies have had experience with joint training of police and court personnel such as that provided through the Arnold Markle Seminars. Over eighty percent of administrators with opinions on the subject are in favor of joint training. In most cases, this is due to the perceived benefit of professional association with colleagues in the police and other criminal justice system agencies.

Notwithstanding the apparent lack of interest in regional training, over fifty percent of training staffs feel that joint training would be beneficial. They also indicate that this approach could serve to promote interagency understanding and cooperation and exchange views on subjects of mutual concern and interest.

--Responsibility for the Delivery of Training Needs. Agencies are generally split over the issue of whether training should be the responsibility of Federal, State or local (city/town) government. Yet, regardless of the placement of central responsibility, there is general agreement that the Federal government should be primarily utilized as a source of funds, the State should serve in a guidance capacity, and programming should be the obligation of local governments.

4.2.2 Findings from College and University Personnel

4.2.2.1 Training vs. Education

Although the principal focus of this report is law enforcement training, additional findings are also presented regarding law enforcement education. The difference between (law enforcement) training and education is not clear-cut; as a matter of fact, there seems to be almost conscious desire to confuse the two or to use the two words interchangeably.

The reasons for this confusion are not worth speculating on here;

however, the issue needs examination and, hopefully, resolution.

One of the better police minds of the 20th Century is Franklin M. Kreml -- former head of Northwestern University Traffic Institute, Vice President of the University, and one-time Chairman of the Chicago Police Board (1961-1967). Mr. Kreml, writing on "The Role of Colleges and Universities in Police Management," makes the following distinction:

A well trained man is a man competent in his occupation, his job. A well-educated man is a man competent in his values, his standards, his criteria. The trained man has developed skills and attitudes needed to perform a complex task. The educated man has developed his capacity to judge the worth, the performance, and the excellence of human action.²

With this distinction in mind, let us examine law enforcement education efforts in Connecticut.

4.2.2.2 Methodology

In order to clarify the role of education for municipal police officers in Connecticut, interviews were held with the directors of law enforcement programs at four institutions -- Housatonic Regional Community College, Manchester Regional College and the Universities of Hartford and New Haven. Professor Beldon Schoeffler was also interviewed in his capacity as a Council member and as head of UCONN's Institute of Public Service. Since April, 1973, several conversations have been held by PRC/PMS staff with Mr. Franklin McLean of the State's Commission on Higher Education (CHE). (The CHE is planning and coordinating agency for higher educational institutions in the State -- public and private as well. It was noted in Section 4.1.1.2 as preparing the Barry-Thornton Report for the Legislature in 1971. At present, CHE is developing a State Master Plan for Higher Education; included in that plan will be a provision for criminal justice

²From: The Police Yearbook. Washington, D. C., International Association of Chiefs of Police, 1966, p. 38.

and/or law enforcement higher education programs.)

Information was sought concerning the nature of the law enforcement curriculum at each college/university and the applicability of present offerings to the current and projected needs of municipal police officers.

4.2.2.3 Status of Law Enforcement Higher Education

The University of New Haven (then, New Haven College), is generally credited with pioneering higher education for law enforcement in Connecticut. Other institutions have followed suit on the basis of demand by law enforcement personnel and the availability of Federal (LEEP) funds.

Law enforcement programs are currently available at the Universities of Hartford and New Haven, as well as at the following community colleges:

Housatonic Regional
 Manchester Regional
 Mattatuck Regional
 Mohegan
 Northwestern Connecticut Regional
 Norwalk Regional
 Tunxis

The community college is presently the primary vehicle for police education in the state. The development of four-year college curricula has remained slow; programs which presently exist are almost exclusively utilized by officers in the local area. In addition, due to financial constraints and a lack of interest, the general expansion of four-year degree programs will probably remain slow for the coming years.

These tendencies will be overcome, however, as more police officers earn associate degrees and create a continuing demand for baccalaureate and graduate degrees. The present potential for officers to continue their education to at least the associate degree level appears to be primarily a product of their capacity to utilize present facilities and programs.

4.2.2.4 Education/Training Interface and Collaboration

At present there are few, if any, continuing interface/collaborations between the law enforcement training and education communities at the state level or on a statewide basis.

There is a Connecticut Association of Police Educators (CAPE), but as yet there has been little if any interface with MPTC or any statewide law enforcement training operation.

There are, on the other hand, instances of local interfaces or collaborations. Manchester Regional Community College is an active participant in Hartford Police Department training programs. Richard M. Hannon (MPTC Executive Director) is a member of the Academic Advisory Boards at three colleges (Manchester, Norwalk and Tunxis).

Other interfaces or collaborations might be cited but the fact remains that at the State level, a void exists.

4.2.2.5 A Look at Education/Training Needs

This study is not designed to either suggest or otherwise recommend courses of action regarding law enforcement education. However, the following premises should be considered:

- (1) Education in the field of law enforcement cannot remain either conceptually or practically distinct from training; and
- (2) Education must be considered as an integral element in the development of a comprehensive career development program.

Given these premises, and in light of the materials presented in the next section on career development, MPTC should more carefully evaluate its role vis a vis law enforcement education.

The State's developing Higher Education Master Plan should be examined. A formal relationship with CAPE should be explored.

For further information, a Commission on Higher Education report

excerpt is included as Appendix C; it relates to education in law enforcement and criminal justice specialties.

4.2.3 Municipal Officials' Perceptions of Police Training Needs

In the course of PRC/PMS' field data collection approximately twelve (non-law enforcement) municipal officials were interviewed. Included were mayors, first selectmen, city and town managers and other administrative personnel, including finance and personnel directors.

In all cases, administrators feel that local police operations need to be "strengthened," although there is no consensus upon the exact areas which require upgrading. Apparently reluctant to specify exact operational areas, administrators refer to "operational needs" in more general terms.

For example, all but one administrator relates a concern over the need for police to strengthen human relations skills both on an internal departmental basis and within the community. In this context, city officials frequently note the need for increasing social and community awareness training, and link this to organizational demands by citing the need for developing supervisory skills above all others.

Middle management and in-service training are also felt to be necessary areas of concentration by about half of city officials, but recruit, specialized, basic skills and executive development are not indicated as priority areas.

Municipal administrator's long-range priorities for police training are fairly consistent with their observations on training needs. Of those with opinions on the subject, most accept the need for organizational and interdepartmental development in the form of increased education among personnel, the development of closer community-police relationships, as well as the formation of closer ties and increased uniformity of operations among municipalities.

4.3 Findings About Other Than Recruit Training

Throughout the entire field data collection effort, it was evident that there was a consensus position regarding recruit training. The message was: increase the number of hours with more emphasis upon training techniques other than lectures.

The message regarding other training was not clear; there was no consensus. Therefore, two additional efforts in this regard were undertaken. A separate analysis of field survey data was made; findings are presented in Section 4.3.1. A second effort concerned an analysis of the results of a questionnaire submitted to 37 municipal police officers attending a criminal investigation course at the CPA. These data are presented in Section 4.3.2.

4.3.1 An Analysis of Post-recruit Training

The purpose of this sub-section is to present a more detailed review of field survey data related to post-recruit training. Replies to two questions comprise the heart of this analysis. The first question required the respondent to list areas where departmental performance or operational effectiveness could be improved by additional training. The second question involved the PRC/PMS staff member reading a list of 26 potential training areas and asking the respondent to rate each as (1) not needed; (2) needed; and (3) strongly needed.

The responses to the first question were initially grouped by agency size. The size groupings included (1) departments under 50 sworn officers -- 6; (2) departments with over 50 but less than 150 sworn officers -- 9; and (3) departments with over 150 sworn officers -- 9. The responses within each category were then analyzed to establish a set of priority training needs. The results of this analysis were as follows:

Table 4-1. Post-recruit Training Priorities in Police Departments with Under 50 Sworn Officers

PRIORITY	TRAINING NEED
1	Penal Code/Laws of Arrest/Search and Seizure/Rules of Evidence
1	Community/Public Relations
1	General Refresher Training for Older Men
1	Role of Police in Modern Society
2	Supervision of Police Personnel
2	Crisis Intervention/Family Disturbances
3	Narcotics and Dangerous Drugs
3	Report Writing
3	Defensive and Pursuit Driving

The results of a similar analysis for the nine medium-sized police departments in the sample are shown below:

Table 4-2. Post-recruit Training Priorities in Police Departments With Over 50 but less than 150 Sworn Officers

PRIORITY	TRAINING NEED
1	Community/Public Relations
1	Physical Fitness/Unarmed Defensive Tactics
1	Penal Code/Laws of Arrest/Search and Seizure/Rules of Evidence
1	Supervision of Police Personnel
1	Defensive and Pursuit Driving
2	Police Authority and Use of Discretion
2	Techniques of Crises Intervention
2	Criminal Investigations/Evidence Collection/Crime Scene Processing
3	Executive Development
3	Intelligence Collection and Evaluation

The final category concerns the response of the nine police departments having over 150 sworn officers. This list was the shortest, presumably because these agencies have greater access to training opportunities.

Table 4-3. Post-recruit Training Priorities in Police Departments with over 150 Sworn Officers

PRIORITY	TRAINING NEED
1	Supervision of Police Personnel
1	Defensive/Pursuit Driving
1	Criminal Investigation
2	Report Writing
3	Search and Seizure

In reviewing the priorities of these training needs for commonality between the three size categories, it becomes readily apparent that significant differences exist. This is particularly noticeable with respect to the largest departments. These differences are examined in greater detail below.

The second question asked related to the need for training in 26 relatively specialized areas. The respondents were asked to rate each potential training area as (1) strongly needed; (2) needed; or (3) not needed. Ratings were obtained for 21 departments. However, in some cases the training area was not ranked either because the data item was not checked by the surveyor or because the department did not know. Overall response to this question is shown in Table 4-4.

Careful examination of these data reveal the following, based on agency size. Departments having over 300 men show complete agreement on only one potential training area -- police photography. They feel this training area is "strongly needed." Two of the three departments in this size range feel that training is "strongly needed" in the areas of (1) narcotics and dangerous drugs; and (2) fingerprints. The remainder of their responses is scattered over the remaining categories as to level of need.

The two departments having between 200 and 299 sworn officers show complete agreement that five potential training areas are strongly needed: (1) organized crime; (2) uniform crime reporting; (3) middle-management; (4) executive development; and (5) legal matters. Conversely, these two

departments completely agree that training is not needed in the following areas: (1) defensive and pursuit driving; and (2) skid-pan training. In the remaining areas, the departments are in disagreement.

Departments in the size range of 150 to 199 men (two were in the survey sample) do not feel that any of the potential training areas were "strongly needed." They show mixed responses in the middle category of training need intensity. They completely agree that the following potential training areas are "not needed:" (1) civil disorder control; (2) defensive and pursuit driving; (3) skid-pan training; (4) crime scene processing; (5) family disturbances; and (6) courtroom conduct.

There were two agencies in the sample in the size range of 100 to 149 sworn officers. These agencies were in complete agreement that training in the area of Uniform Crime Reporting was "strongly needed." This was the only area that these agencies felt that specialized training was strongly needed. There was complete agreement that specialized training was not needed in the following areas: (1) supervision; (2) middle-management; (3) executive development; (4) community/public relations; and (5) family disturbances.

Five agencies were surveyed in the size range of 75 to 99 sworn officers. These agencies did not completely agree that any of the 26 potential training areas were "strongly needed." Three of the five agencies agreed that training was strongly needed in the following areas: (1) fingerprints; (2) police photography; and (3) water safety and rescue. In the "needed" category four of the five felt that traffic law enforcement training would be useful. There was no particular pattern to the remaining responses for agencies in this size range.

Potential Training Area	Strongly Needed							Needed							Not Needed													
	Department Size							Department Size							Department Size													
	> 300	200-299	150-199	100-99	75-99	50-74	≤25	TOTAL	> 300	200-299	150-199	100-149	75-99	50-74	25-44	≤25	TOTAL	> 300	200-299	150-199	100-149	75-99	50-74	25-49	≤25	TOTAL		
1. Specialized Firearms	1	1	0	1	2	0	2	1	8	1	1	1	1	2	1	1	1	8	1	0	1	0	0	1	0	1	4	21
2. Civil Disorder Control	1	1	0	1	1	0	2	1	7	1	1	0	0	3	2	1	0	8	1	0	2	1	0	0	0	2	6	21
3. Defensive & Pursuit Driving	0	0	0	0	2	1	0	3	1	0	0	1	1	0	1	1	5	2	2	2	1	1	1	2	2	13	21	
4. Skid Pan Training	0	0	0	0	1	1	0	1	3	1	0	0	1	2	0	0	0	4	2	2	2	1	1	1	3	2	14	21
5. Crime Scene Processing	1	1	0	1	0	0	0	0	3	1	0	0	0	3	0	2	1	7	1	1	2	1	1	1	1	2	10	20
6. Narcotics/Dangerous Drugs	2	1	0	1	2	0	1	1	8	1	1	1	1	1	1	2	0	8	0	0	1	0	1	1	0	2	5	21
7. Fingerprints	2	1	0	1	3	0	1	1	8	1	1	1	1	1	1	1	7	0	0	1	0	1	0	2	4	4	19	
8. Police Photography	2	1	0	1	3	0	1	0	9	0	1	1	0	1	1	2	2	8	0	0	1	0	0	1	0	1	3	20
9. Organized Crime	1	2	0	1	2	0	3	0	9	2	0	1	1	2	0	0	1	7	0	0	1	0	0	1	0	2	4	20
10. Uniform Crime Reporting	1	2	0	2	2	0	2	0	9	2	0	1	2	0	1	0	6	0	0	1	0	0	1	0	3	5	20	
11. Supervision	0	1	0	0	0	0	1	0	2	2	1	0	0	3	2	2	1	11	1	0	1	2	1	0	0	2	7	20
12. Middle-Management	0	2	0	0	1	0	1	0	4	2	0	1	0	2	2	1	2	10	1	0	1	2	1	0	1	1	7	21
13. Executive Development	0	2	0	0	1	1	0	0	4	2	0	1	0	3	1	3	1	11	1	0	1	2	0	0	0	2	6	21
14. Legal Matters	1	2	0	1	1	0	0	0	5	2	0	0	0	2	2	2	1	9	0	0	1	1	1	1	1	2	7	21
15. Community/Human Relations	1	1	0	0	1	0	1	0	4	1	1	0	0	2	1	1	1	7	1	1	2	1	1	1	2	8	8	19
16. Family Disturbances	1	1	0	0	2	0	1	0	5	1	1	0	0	1	1	1	1	6	1	0	2	2	1	1	2	9	9	20
17. Water Safety/Rescue	1	1	0	0	3	0	0	0	5	1	1	1	1	1	0	1	2	8	1	0	1	0	0	2	2	1	7	20
18. Interrogation	1	1	0	1	2	0	0	0	5	1	1	1	1	2	0	2	2	10	1	0	1	1	1	2	1	1	6	21
19. Criminal Investigation	1	1	0	0	1	0	0	0	3	1	1	1	1	3	1	1	0	9	1	0	1	1	0	1	2	3	9	21
20. Search and Seizure	1	1	0	0	2	1	0	0	5	2	1	1	1	2	1	1	2	11	0	0	1	0	0	1	1	1	4	25
21. Courtroom Conduct	1	1	0	0	1	0	0	0	3	2	1	0	1	2	1	2	0	10	0	0	2	0	1	1	1	3	38	20
22. Defensive Tactics	1	1	0	0	2	0	0	0	4	1	1	1	2	3	1	3	0	12	1	0	1	0	1	1	0	3	7	7
23. Traffic Law Enforcement	1	1	0	0	0	0	0	0	2	1	1	1	2	4	1	3	0	13	1	0	1	0	1	1	0	3	7	25
24. Police Role in Society	1	1	0	0	0	0	0	0	2	1	1	1	2	3	1	3	0	12	1	0	1	0	0	0	1	3	6	20
25. Use of Force	1	1	0	0	2	0	0	0	4	1	1	1	1	2	1	2	1	12	1	0	1	1	0	1	1	2	7	21
26. Patrol Procedures	1	1	0	1	2	1	0	0	6	2	1	1	1	1	1	3	2	12	0	0	1	0	1	0	0	1	3	21

Table 4-4. Responses to the Need for Training in 26 Speciality Areas

Two agencies in the 50 to 74 sworn officer range were sampled. These two agencies showed no agreement that any one training area was "strongly needed." The responses of these two agencies in the "needed" area were in complete agreement on the following: (1) civil disorder control; (2) supervision; (3) middle-management and (4) legal matters. No agreement was shown in the "not needed" category.

There were three agencies sampled in the size range of 25 to 49 sworn officers. There was complete agreement among these three agencies that organized crime training was "strongly needed." Two of the three agencies agreed that training was "strongly needed" in the following areas: (1) specialized firearms; (2) civil disorder control; (3) uniform crime reporting. In the "needed" category these agencies completely agreed on the following training areas: (1) executive development; (2) unarmed defensive tactics; (3) traffic law enforcement; (4) police role in society; and (5) patrol procedures and tactics. In this same level of need category, two of the three agencies agreed on the following training areas: (1) crime scene processing; (2) narcotics and dangerous drugs; (3) police photography; (4) supervision; (5) legal matters; (6) interrogation; (7) courtroom conduct; and (8) use of force. The three agencies agreed that training was not needed on skid pan driving. Two of the three agencies agreed that training was not needed in the following areas: (1) defensive and pursuit driving; (2) water safety and rescue; and (3) criminal investigation.

There were three agencies in the survey that had less than 25 sworn officers. No agreement was indicated in the "strongly needed" category. In the "needed" category, two of the three agencies agreed on the following areas: (1) police photography; (2) middle-management; (3) water

safety and rescue; (4) interrogation; (5) search and seizure; and (6) patrol procedures. All three agencies agreed that training was "not needed" in (1) uniform crime reporting; (2) criminal investigation; (3) courtroom conduct; (4) defensive tactics; (5) traffic law enforcement; (6) police role in society; and (7) use of force.

Examining these data from an overall survey standpoint our findings indicate:

--There is extensive disagreement between the different sized police agencies as to what specialized training is strongly needed. Those training areas in which at least eight of the 21 (39 percent) agreed that training was "strongly needed" include (1) specialized firearms training; (2) narcotics and dangerous drugs; (3) fingerprints; (4) police photography; (5) organized crime and (6) uniform crime reporting.

--At least 50 percent (11 out of 21) of the agencies agreed that training was needed in the following areas: (1) supervision; (2) executive development; (3) search and seizure; (4) unarmed defensive tactics; and (6) patrol procedures and tactics.

--At least 50 percent of the agencies felt that training was not needed in the following areas: (1) defensive and pursuit driving; and (2) skid pan driving.

4.3.2 Police Officers' Perceptions of the Need for Specialized Training Programs

In an attempt to ascertain the views of line officers on the subject of in-service and specialized police training needs, a seminar session was held for a group of 37 police officers at the MPTC³. These officers were attending a course on Criminal Investigation that was

³June 24, 1973.

being conducted by representatives of a Federal agency. Descriptive data on the characteristics of this sample group are presented below.

Table 4-5. Age Distribution of Sample Group

AGE	NUMBER	PERCENT
21 - 29	15	40.5
30 - 39	17	45.9
40 - 49	4	10.8
50+	1	2.7
TOTAL	37	100.0

Table 4-6. Years of Experience as a Police Officer of the Sample Group

YEARS OF EXPERIENCE	NUMBER	PERCENT
0 - 2	5	13.5
3 - 6	15	40.5
7 - 10	10	27.0
11 - 15	3	8.1
15+	4	10.8
TOTAL	37	100.0

Table 4-7. Size of Sample Group's Police Agencies

SWORN OFFICERS IN PARENT AGENCY	NUMBER	PERCENT
Under 15	2	5.4
16 - 25	5	13.5
26 - 50	14	37.8
51 - 75	3	8.1
76 - 99	3	8.1
100 - 150	4	10.8
151 - 199	0	0
Over 200	6	16.2
TOTAL	37	100.0

Table 4-8. Educational Background of Sample Group

EDUCATION	NUMBER	PERCENT
Less than H.S.	0	0
H.S. Graduate	17	45.9
30 College Credits	7	18.9
30-60 Credits	7	18.9
61-100 Credits	2	5.4
College Graduate	3	8.1
Graduate Study	1	2.7
TOTAL	37	100.0

Table 4-9. Location of Sample Group Recruit Training

LOCATION	NUMBER	PERCENT
Bethany	9	23.3
New Haven	5	13.5
Hartford	4	10.8
MPTC	13	35.1
None	6	16.2
TOTAL	37	100.0

Thus, the basic characteristics of this police line officer sample include the following: (1) the average age of the respondent group was 33.9 years of age; (2) the group averaged 6.4 years of police experience; (3) the average size of the parent agency of the group was 82.5 sworn officers; and (4) the typical respondent was a high school graduate with less than 30 college credits. Also, a significant number of officers in the group (35.1 percent) were graduates of the MPTC recruit course. Interestingly, sixteen percent of the group had never attended a formal recruit school.

The first substantive question asked of the group was "List any additional police training programs that you have completed that involved at least forty hours of formal classroom instruction (exclude any college courses attended on your own time)." The response to this question was as follows:

Table 4-10. Extent of Post-recruit Training

	NUMBER	PERCENT
No additional training	15	40.5
Up to 40 hours	4	10.8
41 - 80 hours	4	10.8
81 - 125 hours	2	5.4
126 - 200 hours	2	5.4
Over 200 hours	10	27.0
TOTAL	37	100.0

The response to this question was rather surprising, since it showed that fifteen men, or slightly over forty percent of the sample, had received no additional formal training since they left recruit school.

Closer examination showed that ten of these fifteen men had over seven years of police experience. The group that showed the most training experience were the more recent graduates -- those with less than six years of experience. The types of training listed by the group are shown below:

1. Command Course (Northwestern Traffic Institute)	1
2. F.B.I. Sex Crime Seminar	1
3. Traffic Law Enforcement (NUTI)	1
4. F.B.I. Photo School	1
5. Narcotics/Organized Crime School (Capitol Region Squad)	3
6. CSP Photography Schools	2
7. Penal Code School	2
8. Prosecutor's School	6
9. Emergency Medical Technical	3
10. Fingerprint School	11
11. Traffic Accident Investigation (Northwestern Traffic Institute)	3
12. BNDD Narcotics School	3
13. Advanced First Aid	1

Examination of this listing clearly indicates that there is no particular pattern to those completed courses. It appears more likely that these courses were available and so were the men. No planned career progression or development pattern is indicated by these data. It should also be noted that all of these persons were in the process of taking MPTC-sponsored investigative courses at the time the questionnaire was administered.

Since this was a course for police investigative personnel (64 percent of the sample group was currently assigned to an investigative function) they were next asked to rate fourteen distinctive skill and knowledge subjects areas as to their priority for practical use. It was expected that the results of this rating exercise would be useful in determining future training requirements for investigative personnel.

Table 4-11. illustrates these priority ratings.

Table 4-11. Ranking of Skill and Knowledge Requirements for Police Investigators

Skill/Knowledge Requirement Merit	Must Know	Helpful to Know	Nice to Know	No Need to Know	TOTAL
1. Report Writing	36	1	0	0	37
2. Note Taking	30	4	3	0	37
3. Dictation Skills	3	22	8	4	37
4. Public Speaking	7	24	5	1	37
5. Interviewing	33	4	0	0	37
6. Knowledge of Public Records	13	20	4	0	37
7. Crime Scene Search	37	0	0	0	37
8. Collecting, Handling, Preserving Evidence	36	1	0	0	37
9. Visual Surveillance	30	5	2	0	37
10. Electronic Surveillance	30	25	7	2	37
11. Case Preparation	3	33	1	0	37
12. Unarmed Defensive Tactics	33	20	3	0	37
13. Interrogation Techniques	14	5	2	0	37
14. Undercover Operations	30	26	2	0	37
15. Laws of Arrest	9	1	0	0	37
16. Search and Seizure	36	0	0	0	37
17. Constitutional/Civil Rights	37	6	0	0	37
18. Rules of Evidence	31	1	0	0	37
19. Court Operations	36	16	0	0	37
20. Testifying in Court	21	4	0	0	37
21. Courtroom Demeanor	33	16	0	0	37
22. Police Photography	21	18	6	0	37
23. Taking Inked Prints	13	9	2	0	37
24. Lifting Latent Prints	26	7	2	0	37
25. Classifying Prints	28	25	7	4	37
26. Knowledge of Community Assistance Agencies	1	25	5	1	37
27. Civil Law	6	24	8	2	37
28. Financial Investigation Methods (Accounting)	3	22	10	5	37
29. Firearms Skills	0	8	0	0	37
30. Identification of Narcots & Dangerous Drugs	29	13	0	0	37
31. Polygraph Operations	24	24	8	5	37
32. Use of Computers	0	18	13	6	37
33. Recognition of Bombs & Explosives	13	23	1	0	37
34. Tracing Missing Persons	13	19	3	2	37
35. Intelligence Collection & Evaluation	19	16	2	0	37
36. Knowledge of Criminal Methods	23	14	0	0	37
37. Knowledge of Effects of Drug Usage	15	21	1	0	37
38. Knowledge of Crime Lab Resources	16	18	3	0	37
39. First Aid	27	10	0	0	37
40. Defensive/Pursuit Driving	25	9	3	0	37
41. Psychology/Criminal Behavior	12	22	3	0	37
42. Accident Investigation	26	7	4	0	37
43. Knowledge of Organized Crime Operations	13	22	2	0	37
44. Obtaining/Handling Criminal Informants	21	12	4	0	37

Thirteen of the skill and knowledge requirements received ratings of 30 or more in the "must know" column. These primary requirements include the following:

1. Report writing
2. Note taking
3. Interviewing
4. Crime scene search
5. Collecting, handling, preserving evidence
6. Visual surveillance
7. Case preparation
8. Interrogation techniques
9. Laws of arrest
10. Search and seizure
11. Constitutional/civil rights
12. Rules of evidence
13. Testifying in court

Eleven of the 44 skill and knowledge requirements received ratings of between 20 and 29 in the "must know" column. These secondary requirements are as follows:

1. Court operations
2. Courtroom demeanor
3. Taking inked prints
4. Latent prints
5. Firearms skills
6. Identification of narcotics and dangerous drugs
7. Knowledge of criminal methods
8. First aid
9. Defensive/pursuit driving
10. Accident investigation
11. Obtaining and handling criminal informers

The other items on the listing received a rather mixed series of ratings. However, there seems to be some agreement that the following items are of only minor interest: (1) dictation skills; (2) electronic surveillance; (3) classifying prints; (4) civil law; (5) financial investigating techniques; (6) polygraph operation; (7) use of computers; (8) police photography. In summary, the items of primary and secondary importance in the listings above can be termed mandatory skill and knowledge requirements for all police personnel, either assigned or about to

be assigned to a criminal investigation function.

To supplement this listing of skill requirements, the officers were asked to list any additional requirements not on the list. Their responses included the following:

1. Plain in-the-field experience
2. Relationship with other law enforcement agencies
3. Knowing facts and operation of a coroner
4. Knowledge of motor vehicles to be helpful in stolen car cases
5. Public relations skills
6. Instructor skills
7. Recovery of bodies
8. Tracing and identifying motor vehicles - MVD records
9. Use of field testing kids
10. Psychology of sex offenses
11. Public relations
12. Auto mechanic basics
13. Civil disorders
14. Public relations
15. Human relations
16. Public relations

It is interesting to note that six of the additional comments dealt generally with the subject of human or public relations.

The next question put to the seminar group read as follows:

The MPTC is considering putting on short (40-hour) specialized courses for police investigators. A listing of possible course areas is shown below. Please rank these courses as to need.

The officers were asked to rank eleven potential courses as to whether they were (1) an urgent need; (2) helpful; (3) not needed. The response to this question is shown in Table 4-12.

Those courses that at least 75 percent (28 out of 37) of the respondents felt were urgently needed include:

1. Rules of Evidence
2. Search and Seizure
3. Evidence Technician
4. Use of the Crime Lab

In the second group (ranked by at least 50 percent -- 19 out of 37 -- of the group) the following courses appear:

5. Fatal Accident Investigation

6. Organized Crime Investigation
7. Homicide Investigation
8. Undercover Operations

Table 4-12. Ranking of Possible Specialized Courses by Seminar Group

Possible Course Offering	Urgent Need	Helpful	Not Needed
1. Homicide Investigation	22	8	6
2. Arson Investigation	16	20	1
3. Intelligence Collection	12	23	3
4. Use of Crime Lab	30	3	4
5. Evidence Technician	31	3	6
6. Narcotics & Drugs	17	12	8
7. Fatal Accident Invest.	26	5	6
8. Undercover Operations	19	12	6
9. Search and Seizure	33	3	0
10. Rules of Evidence	34	3	0
11. Organized Crime Invest.	26	7	4
12. Invest. White Collar Crime	9	20	8

The remainder of the courses were ranked urgent by less than 50 percent of the seminar group. In addition, the seminar group was asked to "write-in" training courses not listed. The listing follows:

1. Robbery investigation
2. Arrival at crime scene by patrolmen (preservation of evidence, etc.)
3. Penal code refresher
4. Community relations
5. Firearms training
6. Police photography
7. Forgery investigation
8. Photography and crime scene sketching
9. Investigation/classification of assaults
10. Burglary investigation
11. Investigation/classification of assaults
12. Affidavit preparation
13. Custody/control of evidence
14. Class on all court decisions for past ten years
15. High speed driving skills
16. Empathy training/human relations (an "urgent need")
17. Burglary investigation
18. Robbery/burglary investigations
19. Basic photography
20. Burglary investigation
21. Public relations

In addition, during an open discussion session, the officers expressed their views on the following subjects:

(1) Pre-promotional Training. Generally disagreed with the concept if it is structured so that only selected individuals can attend such programs. Many felt that only the Chief's "favorites" will be allowed to attend. Most agreed that all newly promoted officers should attend post-promotional courses to prepare them for their new responsibilities.

(2) Centralized vs. Regional Training. In general, most of the group favored a regional approach to the presentation of short-term specialized courses.

(3) Recruit Training. Virtually unanimous agreement that current MPTC recruit program is much too short. Felt that a 300-400 hour program is much more in line with job complexity.

(4) Statewide Selection Standards. Complete agreement that MPTC should set statewide standards for entry to the police service. The group felt that standardization is an absolute requirement. Disagreement that college courses should be an entry requirement.

(5) Teaching Methods. Strong opposition to traditional lecture methods. Desire for more "hands on" or situational training techniques.

4.4 Findings from Secondary Sources

The "secondary" source of information about training needs in the State is the CPCCA. Since 1968, that agency has prepared annual analyses of criminal justice problems in the State and has prepared annual plans and programs to meet those needs.

Municipal police training has been an important focus of their efforts over the past several years. Because of this concern it is well to examine what CPCCA has said and is saying about police training in the State.

Their views are important for cross-comparison purposes.

4.4.1 Findings from a CPCCA Manpower Study

Several excerpts from CPCCA's study entitled: Manpower Problems of

the Connecticut Criminal Justice System (August, 1972) are included in this sub-section. This document is CPCCA's most current statement about law enforcement (and criminal justice) training. Data from a 1971 survey is noted as the source of its findings and conclusions.

--Under the heading of "general problems" (p. 1):

Existing training is fragmented, inadequate, in some cases obsolete and unimaginative and, except for police recruit training, marked by a lack of continuity. There is also a shortage of qualified training personnel.

--Recruit training is summarized on p. 15 as follows:

The area of police training is also one of critical need. Only four departments are large enough to support independent police training academies. The majority of new police recruits in the state, about 320 per year, receive 200 hours of training under the Municipal Police Training Council (MPTC). Of the 48 departments responding to the 1971 survey, including only three of the five largest departments, 26 offer more than the mandatory minimum of 200 hours of recruit training. The basic recruit training curricula have, except in two or three cases, generally changed very little. There is only limited but gradually increasing awareness and use of audio-visual aids and other materials such as video tape recorders. The development and use of new curricula and curriculum materials on a continuing basis is almost non-existent but there have been recent grants for some short-term projects in this regard. One recent project provided statewide training in the new Penal Code for all police officers, using a programmed instruction text that was developed under an earlier grant. A second grant currently supports a curriculum research specialist for the Municipal Police Training Council.

--In-service and supervisory training is covered on pages 15, 16 and 17:

In the areas of in-service and supervisory training, there are usually only short-term, "one-shot" efforts. A number of departments offer at least 40 hours of in-service training per year, but not necessarily to all sworn personnel (see table 7). The formats of such training programs may also vary, from 5 or 10 minutes at roll call, to on-duty assignments, to training for a day or more.

Table 7. Departments with 40 Hours or More
Of In-service Training per Year

Type of Training	Over 100,000	50,000 to 100,000	25,000 to 49,999	Under 25,000
Total Number of Departments Reporting in Survey	5	13	11	25
Departments Reporting 40 Hours or More of In-Service Training	3	1	5	16

The range of subjects covered in such training programs is not known as of this writing. For one thing, there is no central clearing-house for such training programs. Critical needs, however, have been and continue to be identified with regards to the training of police officers in the handling of juvenile offenders and in the functions and procedures of the juvenile court, particularly in the small to medium-sized jurisdictions. Police departments in the largest cities have separate juvenile divisions which are staffed by detectives and other sworn personnel and, in regard to the handling of juveniles, are somewhat better equipped. Their major problem (in the largest cities) is the volume of cases rather than the lack of preparation or of qualified personnel.

Other areas for which a need for in-service training on a continuing basis have been expressed include: legal training, supervisory and management training, investigative training, family crisis intervention training, organized crime training and training in basic criminalistics and crime-scene search and processing. The latest estimates of the specific kinds of in-service training needs for municipal police is presented in Table 8.

Table 8. Estimated Need for In-service Training
In Municipal Departments

Kinds of In-Service Training	Ranks Involved	Number of Men Involved
Refresher Training	All ranks-with chiefs	3,886
	All ranks except chiefs	3,821
Legal Training	All ranks-with chiefs	3,886
	All ranks except chiefs	3,821
Police Training and Instructional Methods	1-3 training instructors from each department	120
Investigative Training	Detectives only	286
Family Crisis Training	Patrolmen only	2,730
Supervisory Training	Sergeants and lieutenants	660
Command Training	Captain and above	210

The need for continuing in-service and advanced training for supervisory personnel is important because of the essential role that adequate field supervision plays in improving the utilization and effectiveness of field personnel. This is especially important in large urban environments where the supervisory officer is required to deal with an increasing number of complex situations. Except for the Babson Institute's New England Regional Command and Management Training programs, there does not appear to be any regular program available to all Connecticut police supervisory, management and command personnel. There are a number of short-term programs in existence around the state, financed by Federal funding from the Planning Committee on Criminal Administration, and one or two of these are on a continuing basis, using video-tapings, but there does not seem to be any permanent arrangement within Connecticut nor a long-range plan for the development of same. The need, not only for newly-promoted supervisory but also for veteran supervisors, is estimated in Table 9.

Table 9. Estimated Training Needs for Local and State Supervisory, Management and Command Personnel, 1971

Agency	Supervisory	Management	Command
State Police	88	13	13
Local Police Agencies	660	210	210

--A second "problems" statement (pp. 26 and 27) lists the following:

The need to combat the present spotty, piecemeal approach to in-service training by "beefing up" a centralized training center or group of cooperating centers, either statewide or regionally, geared to providing various levels of training at predetermined levels of career development making such training mandatory statewide for promotion to supervisory and command positions, and providing a substantial measure of financial assistance to municipalities to enable them comply.

Training programs are often of poor quality and carried out by untrained personnel.

There are inadequacies of staff and on-the-job training.

The State Police Department and the Municipal Police Training Council are in need of staff to perform long-range planning and research and evaluation of agency operations.

4.4.2 Findings from a CPCCA Evaluation Study

During early 1973, the CPCCA conducted an evaluation of several training projects which it had funded in 1970 and 1971 in connection with the passage of the then newly-enacted Penal Code. The Code was made effective October 1, 1971. Prior to the effective date, nearly all officers in Connecticut participated in a training program which highlighted programmed instruction as the principal training method.

In the course of the evaluation, questionnaires were submitted to the 89 organized police departments; sixty-one were returned. In addition, personal interviews were conducted with command, supervisory and rank and file personnel. The sixty-one returned questionnaires are significant to the extent that they represent replies from departments with 89.8 percent of sworn personnel in the State.

Analysis of the CPCCA evaluation study will be presented in three formats. First, responses to selected questions as tabulated by CPCCA will be presented. Second, important findings, conclusions and recommendations from a yet-to-be released CPCCA study are presented.* Third, an independent tabulation of eight questions which concern training "generally" was conducted. Results of this tabulation are presented in a separate section.

The objective of this section is to present results of a survey of Connecticut Police Departments conducted by CPCCA for purposes of cross-comparison with the findings of the PRC/PMS survey.

4.4.2.1 Findings from the CPCCA Questionnaire Tabulation

--Two questions (#2 and #3) requested information about full time training divisions or officers assigned full or part-time to the training activity: Only 22 percent of agencies surveyed (i.e., the 61 of the sample) have full-time police training units. Of the 78 percent without a training unit -- 62 percent have a training officer assigned who spends less than 25 percent of his time in that activity.

--Many of the following questions pertain to details of the Penal Code Training. Several questions of a general nature are pertinent to our inquiry (#14 and #15). Regarding why a particular training program schedule was employed (#14) the most prominent factors were "time restraints," "money constraints," "scheduling problems," and "lack of training resources." The following question (#15) indicated that only 16 percent of the departments had to pay overtime; 77 percent of the departments trained men on-duty and 7 percent used a compensatory time-off arrangement.

*Excerpts are from a first draft study; the final report may vary. Therefore, this fact should be noted.

--Only 9 percent of departments have training contacts with other departments on a regular basis (question #17).

--Asked whether anyone from the State or MPTC had ever followed up on the training, 92 percent said "No" and 6 percent was "unknown" (question #26).

--To the question (#33) "Does training, in general, make any significant or permanent change in the field performance of officers? Why or why not?" -- 95 percent answered "Yes." Of the 95 percent response, the comments are revealing:

- | | |
|--|-------|
| (1) Makes them more competent in handling people | (30%) |
| (2) Makes them more skillful | (29%) |
| (3) Makes them more alert | (17%) |
| (4) Makes them more aware of new techniques | (12%) |
| (5) Respondents without comment other than "yes" | (7%) |

--The balance of the questions -- #33 to #40 comprise the "general questions" which are independently analyzed in Section 4.4.2.3. The CPCCA tabulations, however, reveal the following:

#33: What types of police training is needed on a regular basis? The priority listing ranks behavioral training (sensitivity, human relations, etc.) and legal training far ahead of other classifications.

#34: What types of training is needed by recruits? A similar priority listing finds behavioral and legal training followed by the more mechanical aspects (i.e., arrest procedures, seizures, warrants, apprehension and booking).

#35: A question regarding training approaches [e.g., classroom lectures, role-playing, programmed instruction, etc.] is inconclusive regarding preferences.

#36: Regarding how to meet in-service training needs, 45 percent of the respondents opted for regional units, 27 percent showed a preference for their own departments, and 22 percent showed a preference

for a centralized training corps (six percent had other replies).

#37: Regarding shortcomings that departments have with their training programs, the most serious single shortcoming was identified as a "lack of available funds," "scheduling problems," and "training staff deficiencies" are identified as well as "lack of officer interest."

Tabulated answers to questions 38, 39 and 40 were so inconclusive that they are not presented here. They will be commented on below.

4.4.2.2 Observations and Excerpts from the Evaluation Draft Report

Although the evaluation was designed to focus on the Penal Training conducted during 1971 and 1972, the document itself ranges over a number of related training topics.

Important findings and other observations (conclusions or recommendations) from the report follow together with page references.

--Three "recognized training concepts" are discussed (p. 8ff), including:

(1) A centralized approach in order to provide centralized location of resources and a uniform standard of training for all police officers.

(2) A regionalized approach which recognizes the commonality of regional problems and physical capabilities of sharing resources.

(3) A decentralized approach which includes the provision of training on the local level by in-house resource personnel to tailor the training to the individual needs of departments and provide a close instructor-student relationship.

As used in the Penal Code Training, this concept operated as follows:

(1) The training of ten (10) legal training specialists in programmed instruction, the principles of its instruction, and the method of teaching it to supervisory police personnel.

(2) The training of supervisory or training personnel from each department in the State, within the Penal Code programmed instruction text and the principles of instruction of the programmed material.

(3) The subsequent training of each local police officer (within the Penal Code instruction text) by the respective resource personnel.

--With regard to "organizational limitations" the statistics from

questions #2 and #3 (noted above) are commented on (p. 40):

Of great interest to this evaluation with respect to statewide training is the fact that only 22 percent of our departments have full time training divisions and staffs. Of the remaining 78 percent, 62 percent of the training directors denotes less than 25 percent of his time to training activities and 19 percent denote between 25 and 50 percent of his time. Twelve percent of the departments of our 78 percent without full time divisions have nor regular duty officers assigned to conduct or coordinate training at all. The following statistical analysis must be prefaced by these very significant organizational limitations posed by a great majority of the major police departments in the State.

--Regional cooperation is noted under a heading entitled "Coordinated Efforts Toward Training" (p. 41):

Twenty-five of these departments communicated with neighboring departments to discuss methods of training. The most outstanding example is the Manchester Regional Police Academy which set aside a 40-hour, uninterrupted classroom week for each of the 250 men in the entire region. Coordination, learning retention, and recordkeeping were of excellent quality. Another place of communal effort was the joint meeting of New London, Waterford, Town of Groton, Groton City, Montville and Norwich to participate in a lecture program for three nights presented by a Norwich lawyer. The Canton Police Department received its training at Avon Police Department. The remainder of the attempts to aggregate training efforts were frustrated through overwhelming scheduling and other administrative problems. Notable among this brief communication was: The Valley, the Norwalk Region, the Fairfield Region, the coastline towns (Branford, East Haven, Guilford). In several cases, it was stated that their individual plans far exceeded that which could have been accomplished with other towns.

--The future training programs discussed in Question #3 above elicited three paragraphs of "Training Observations" (pp. 58-59 and p. 60):

Future recommendations toward training programs ranged anywhere from individual treatments of basic courses, to standardization of courses to be offered by a centralized corps, including combinations of regional involvement, reinforcement, or emphasis. Forty-five percent of our questionnaire respondents indicated that regional approaches to training were preferred, while 22 percent indicated that centralized training would provide optimum training of the line personnel. A large 27 percent however, expressed a definite need for individualized training, which appears to present a backlash from the emphasis upon regional programs over the past few years. These departments do represent, in large part, those who have outspokenly begun to oppose regional centers, partly because of perceived lack of training fulfillment their officers receive given the fact that the larger department within the region usually operates and administers the programs and thus can give emphasis to its own in-house

training of personnel if desired, and partly because of feelings of inadequate presentation of training material at the regional centers or incomplete training with respect to specific intradepartmental training needs. Several departments within this 27 percent presented opinions that would support the fact that departments even within regions of small physical separation boast a different set of problems based upon such differences as population size, municipal restrictions, union clauses, police administration policies and preferences, community organization influences and required police responses.

The content of future training programs was explored with the supervisors in the questionnaire and in interviews. Obviously related to various division functions, the training suggestions requested included which officers should be afforded this and for what period of time annually. One questionnaire response (Question #33) shows that 31 percent of the respondents placed criminology as first priority and sensitivity training as second in priority while 22 percent place traffic law and related subjects in second place. Recruit training was also discussed, the conclusions ranking the training contents in the following order:

- (1) Traffic Law
- (2) Report Writing
- (3) Legal Training

In summary, we can see the nuclear significance of legal training for every police officer. Although certain basic needs were met by the Penal Code training, indications are that certain legal training needs still exist, in the thoughts of police supervisors, and that continual refresher courses in this field are essential for every police officer.

--One of the most perceptive observations of the entire evaluation concerns the dilemma facing the typical police officer and implications regarding training (pp. 60-61):

This brings us to a final point concerning the average police officer, and that is, that he is not only designed to be an officer of law enforcement within his community an arm of the State of Connecticut, but he also is an employee of a specific organization with a set of immediate and ultimate supervisors to whom he must account for his actions. This unique situation of the average police officer many times is a determining factor of the success of his training, at any level. Departmental rules and regulations were also documented as a significant training component by both supervisors and line officers. If he is trained to technically provide a comprehensive fingerprinting analysis of the scene of a crime, but his department requires that only command personnel within the Detective Division can perform this task, his training has been totally wasted due to lack of practical experience, and thus, from our interviewing experience, his reinforcement and ultimate learning retention of those techniques. Therefore, the training needs of the average police officer must always take into account the different organizational setting in which he must operate over and above his training setting, be it centralized, regional or in-house.

--As regards future training needs as seen by officers interviewed, as will be further commented below, the following should be noted (p. 77-78):

Most officers, however, see a need for more training and place Legal Training third to Human Relations and First Aid. Legal Training, Traffic Law and First Aid were the emphasis of the Patrol Division interviewees; Investigative and Legal Training were the emphasis of the Detective Division interviewees. These needs were expressed because of the department requirements placed upon each officer by his administration.

4.4.2.3 An Independent Analysis of CPCA Questionnaire Replies

As stated above, a detailed analysis of the CPCA questionnaires was undertaken with particular emphasis upon the eight final, general questions. Again, as stated, this analysis was undertaken for cross-comparison purposes but it was also undertaken because the coverage was excellent (61 of 89 organized departments), the data are recent (early 1973), and most importantly, there might be less bias (favorable or unfavorable) shown to MPTC than the results of the PRC/PMS survey team. For these and other reasons, the results are indicated as follows.

--To the question, "What types of police training do you feel are needed on a regular basis? Please list items by priority?" -- The answers are at best inconclusive. The open-ended question elicited over 50 replies, ranging from "nothing specific" to "two courses and 12 hours" (for an unstated period of time) to 490 hours and 10 listed subjects apparently per person, per year. One reply called for 15 semester hours of sociology, psychology, criminal law, English and Spanish. Another called for 40 hours of annual training for three groups: "patrol refresher," "supervisor" and "management." Several of the replies were excellent and reasonable in terms of necessary resources; others were completely unrealistic in terms of the funds and other resources that such schemes would require.

It is apparent from a review of the answers that there is no consensus among Connecticut police agencies regarding what kind of training should be provided on a regular basis.

--In answer to the question regarding recruit training, the answers are more specific. There were, however, many different replies which range from the fact that the "MPTC is adequate" to a request that MPTC provide upwards of 600 hours of recruit training. Several departments interpreted the questions as meaning what training should be given in addition to the current MPTC course. But, those who interpreted it as a request for a general recruit training proposal almost uniformly indicated a desire for a longer, more intensive recruit training program at MPTC. One department called for a course as "complete as the Connecticut State Police."

Of the 51 replies, nineteen interpreted the question in terms of how many hours should be provided by the MPTC. One other reply called for current MPTC 15 semester hours of college-level training. The nineteen indicated required hours as follows:

<u>Hours</u>	<u>Number of Department Replies</u>
150-200	3
200-250	3
250-300	2
300-400	5
400-500	2
500-600	1
600 and higher	3
	Total 19

The replies to this question confirm a conclusion reached elsewhere that most departments want a more extensive, in-depth training program from MPTC. Few departments are satisfied with the current 23-day offering.

--Meeting "police in-service training needs on statewide basis" (Question #-6) elicited better information because specific alternatives

were suggested: "Individual departments? Regional units? Centralized training corps? Other?"

Of the 51 questions which contained a specific answer, the greatest number (21 of 47) opted for regional approaches for smaller departments while favoring individual departmental efforts by larger departments. One answer suggested that departments with over 100 men should be doing their own in-service training.

Twelve agencies favored their own in-service training programs; several intimated that it was the "only way" because in-service training had to meet "local" (as opposed to "regional") needs.

Several answers suggested combination approaches; either centralized resources to assist individual departments or regional resources to assist individual departments. Five departments favored a centralized approach and five suggested that the MPTC should offer in-service training.

Although regional training is favored by a near-majority of replies, it should be noted that there is also opposition to such efforts. Therefore, in looking at needs, individual departmental preferences and/or unwillingness to participate in a given activity must be taken into account. Individual departmental autonomy must be realized as a fact of life.

--The following question (#37) regarding "shortcomings" or problems experienced by departments with their own training programs are seemingly endless. They revolve around financial problems (pay for those trained and funds to pay for trainers, equipment, materials), schedules, lack of facilities, lack of interest, etc., etc. These factors will have to be taken into account when alternatives are constructed.

--A question (#38) about the next planned training session elicited very few "none at the present time" or "unknown" replies. A majority

of departments had some training activity underway although only eleven (of 51 replies) reveal that an in-service training program was underway or was planned. Several of these departments were involved in the Manchester Regional Training Program; another had an in-service criminal investigation program underway; and several others indicated a very real commitment to training. Many more, however, indicated a less than active interest.

--As regards "immediate needs" with respect to training, almost all departments specified needs of one kind or another.

The identified needs have been categorized into two parts -- one involving specific courses and training programs and the balance "all other matters." As regards the "other matters" the following are listed in order of their frequency:

Priority	Item(s)	Times Cited
1	Money	10
2	Equipment	9
3	Men Assigned as Trainers	5
4	"Time" (i.e. released time)	4
4	Classroom	4
6	Textbooks and Materials	3
7	"Training in all Areas"	2
8	Closed Circuit TV	1
8	Penal Code Update	1
8	State Instructors (Available)	1
8	More Men (to aid time problem)	1
8	Firearms	1
8	A (training) Information Source	1

Courses in terms of their citation frequency are listed as follows:

1	In-service Training	7
2	Legal Training (inc Penal Code)	4
2	Report Writing	4
4	Supervision	3
4	First Aid	3
6	Instructor Training	2
6	Criminal Investigation	2
6	Human Relations	2
9	(Others with a single citation)	2

- Crisis Intervention
- Criminal Justice System
- Search and Seizure
- Self Defense
- Accident Investigation
- Public Relations
- Firearms
- Traffic Control
- Defensive Driving
- Data Processing

A reply by the Stafford Springs Police Department simply asked for "something in the vicinity of Stafford Springs, Conn."

--The final question asked for suggestions for the next statewide training program. The answers do not lend themselves to a tabulation of the type in the preceding questions, however, these were answers which reflect needs and they are enumerated below. Before turning to those however, it should be noted that the Penal Code programmed instruction course was well received generally; as a consequence its success suggested similar learning applications to other aspects of the law, as will be noted below.

Individual comments and suggestions worth noting include the following:

--Programmed instruction which concentrates on the more important sections of the Penal Code that an officer uses, e.g., breach of the peace, disorderly conduct, intoxication, physical force, larceny, burglary, etc. -- "probably in that order."

--A statewide training session on leadership or supervision for first line supervisors.

--Statewide "teams" to go to several areas of the state to give Crisis Intervention Training.

--Programmed instruction to deal with:

- Motor Vehicle Law
- Drug Laws
- Search and Seizure Laws
- Warrants
- Recent Court Decisions especially with regard to the rights of the accused and recovery or determination of evidence
- Stop and Frisk
- Implications of such cases as Gault, Miranda, Escobedo, etc.

--Penal Code Refresher

--Labor/Management training for Chiefs

--A statewide course similar to the "Markle" and "Fishman" courses

--Repeat of the MPTC-sponsored course for sergeants and lieutenants conducted by Northwestern University

--Statewide defensive driving program

--Standard, annual re-training for experienced officers

4.5 Needs as Reflected by Primary and Secondary Sources

This is a summary statement of needs; it is based upon data collected by PRC/PMS with additional comments derived from data collected by or publications of the CPCCA.

Within each major topic heading, needs derived by PRC/PMS will precede those of the CPCCA which are placed in parentheses.

4.5.1 Recruit Training

There is a need to significantly increase the quantity of the MPTC recruit training program; 23-days is clearly insufficient to train a municipal police officer.

There is strong sentiment for a very real increase in the length of training in the range of 40 to 50 days -- 320 to 400 hours.

Expansion of the recruit training curriculum should take into account the needs expressed by MPTC graduates, who:

(1) On the basis of their general experiences see needs as follows:

--Criminal law and especially the laws of arrest, search and seizure.

--Defensive tactics and physical training.

--Psychology/sociology.

--Courtroom conduct.

--Driver training.

(2) On the basis of their street experiences see needs as follows:

--Handling personal confrontations including self-defense and first aid.

--Criminal and constitutional law.

There is a need to question the desirability of assigning men to full duty status before their training period.

There is a need to reconsider a recruit training day which exceeds eight hours and unnecessary regimentation.

There is a need for MPTC to explore alternative training methods -- beyond lectures.

(CPCCA confirms the need for a "longer, more intensive recruit training program at MPTC." Support in the 300 to 400 hour range is noted.

(Subject matter preferences include legal training [including traffic law]; behavioral subjects; report writing; and the mechanical aspects of police work -- arrests, seizures, warrants, apprehensions, etc.)

(Human relations and first aid emphasis are also noted in several tabulations.)

4.5.2 In-service Training

There is a need to plan, program and coordinate in-service training for all municipal police officers in Connecticut -- as mandated by MPTC in terms of content [e.g., annual firearms qualification including night firing, legal training refresher, human relations, first aid, etc.] and in terms of minimum number of hours per year [e.g., 40 hours per year, or some other number].

(CPCCA findings support the need to end the "fragmented, inadequate, approach" to in-service training.)

(Their studies indicate emphasis upon behavioral and legal training. Further, programmed instruction as a method is also advanced as are regional efforts -- supported by 45 percent of departments -- as well as a centralized training center with a group of "cooperating centers.")

4.5.3 Supervisory and Executive Development Training

There is need for continuous supervisory, middle management and executive development programs within the State; until this capability is realized, there is need to support the programs at Babson. That training program represents a viable, short-term alternative.

(CPCCA conclusions would concur with this need statement generally. However, they raise a very important issue, pre-promotional training, e.g., supervisory training for newly promoted sergeants, etc.)

4.5.4 Specialized Training Programs

Specialized training courses should be programmed to meet general and specified needs; priorities expressed by administrators should be taken into account. Among their priorities are:

- (1) Search and seizure
- (2) Community and human relations
- (3) Supervisory training
- (4) Crime scene processing
- (5) Defensive and pursuit driving
- (6) Skid-pan driver training

There is a need for MPTC to experiment with specialized courses. For example, although municipal administrators opt for human relations training, unless they send their men to the courses, there is no point running a course for a limited number of men.

(CPCCA cites a need for Police Training and Instructional Methods and at another point expresses a "critical" need for courses dealing with the handling of juvenile offenders.)

(Beyond these two suggestions and the several other topic areas addressed above there are other needs expressed in communication skills, with emphasis upon report writing and criminal investigation.)

4.5.5 Facilities and Specialized Services

There is an obvious need to complete the Academy in terms of planned

additions including expansion of the living quarters, if, for example, 400 hours are programmed. There is also an obvious need to install the air conditioning system.

Specialized services which should be provided by a MPTC field representative would include:

- (1) Maintenance of training records for all sworn personnel in the state;
- (2) Maintenance of a perpetual inventory of local and regional training facilities, equipment and other resources; and
- (3) "Designation" of training officers for each agency and each regional grouping with appropriate standards, certification, training criteria and additional compensation.

(CPCCA data indicates that only 22 percent of departments have a full-time training activity and that there was no follow-up by State personnel regarding the Penal Code Training. These are two indications of needs in these areas.)

4.5.6 Standards

There is apparently no need for increasing pre-service educational requirements unless circumstances change materially (e.g., if there were statewide recruitment, testing and certification of police candidates; if multi-level patrolmen ranges were in widespread use with lateral entry provisions; or if there were widespread pre-promotional educational requirements, etc.) and/or unless educational levels of available candidates make such a move possible.

Standards for in-service training, local training capabilities, pre-promotional training among others are worth considering in the very near future.

(CPCCA has little, if any, comment on standards.)

4.5.7 Miscellaneous Matters

There are two other matters which bear examination:

- (1) The desirability of utilizing educational facilities and resources as part of one or more training programs; and
- (2) The desirability of joint law enforcement/criminal justice training.

5.0 MUNICIPAL POLICE TRAINING IN CONNECTICUT -- FUTURE ACTIVITIES AND NEEDS

The purpose of this section is to look ahead at, to view municipal police training on the basis of "what will be" from several aspects. The first sub-section deals with trends that will affect municipal policing -- the future. The second contains a series of excerpts from two current important police-related documents: the American Bar Association's Standards Relating to the Urban Police Function and the National Advisory Commission on Criminal Justice Standards and Goals publication, Police. The third deals with the concept of career development for police officers. The fourth sub-section projects future training needs on the basis of the numbers of men to be trained between 1973 and 1983. The fifth sub-section is a summary statement of future needs.

5.1 Trends Affecting the Future of Municipal Policing

The nature and responsibilities of the police in Connecticut will be affected by a number of present and emerging trends in the larger society. These trends will tend to shape both the external operating environment in which the police must function and, to a lesser extent, the internal organizational environment.

5.1.1 External Pressures and Changes

One such trend is the increase in mobility of persons and the "temporariness" of their interpersonal relationships. Close to 25 percent of the population changes residence each year. The constant moving and shuffling from place to place, from neighborhood to neighborhood, from school to school and from church to church has weakened the bonds of informal social controls which formerly restrained much antisocial conduct. As one commentator describes it, we have become "a nation of strangers." As informal social controls are weakened formal controls must necessarily take their place.

The criminal justice system, in particular, is called upon to help exert a restraining influence. Matters which formerly would be resolved among family members or friends are now the occasion for police intervention.

Reinforcing this trend are the growth of economic opportunity, personal liberty and the division of labor which have weakened the family unit and the informal constraints and sanctions. Formal agencies such as police departments and halfway houses are being asked to assume some of the responsibilities the family traditionally assumed.

The changing character of the older core cities is also placing extra demands on the police. People with middle class aspirations or life styles are moving to the suburbs, leaving behind a central city increasingly populated by persons who are willing or unwilling to pursue a lower status lifestyle. Such persons tend to be less respectful of authority and less constrained by informal social norms. They consume police services at extremely high rates.

Accompanying these social changes is a change in attitude toward citizen participation in civic affairs. Increasingly, the individual citizen is demanding direct participation in governmental affairs. The police perhaps more than other governmental agencies are being asked to open up their decision-making processes to direct citizen participation.

A development deeply involving the police and the rest of the criminal justice system is widespread acceptance of the doctrine of "radical non-intervention." The right of government to intervene in the lives of citizens "for their own good" or for the preservation of public morality is being questioned, simultaneously, in a number of areas. In the medical field, for example, controversy is raging over the "right to die" and the right of the state to hospitalize involuntarily mentally ill persons

who present no harm to other persons. In the criminal justice field, widespread decriminalization of "victimless crimes" has occurred and will continue. Laws relating to private sexual conduct and intoxication have already been repealed in a number of states. Legalization of gambling has received a strong boost in recent years and there is continuing pressure to legalize the use of marijuana and other drugs.

Perhaps the most significant factor for change in policing has been the recent hostile contacts between the police and the socially powerful middle class. As a result of campus disorders, anti-war demonstrations and drug law enforcement, the police have for the first time attempted to exert their full authority (other than in traffic law enforcement) against large numbers of middle class persons. The outcome has been some eroding of traditional bases of police support and increased pressure for reform on police services.

5.1.2 Internal Pressures

In addition to these external changes and pressures, there have been internal pressures for organizational change. The political leadership has responded to citizen concerns about public safety by requiring improvements in police performance. Unionization of police forces has led to demands for broader sharing of authority and has made the exercise of managerial prerogatives more difficult.

These two developments have combined with others to weaken the traditional paramilitary police hierarchy. The police organization, like other organizations is experiencing an emphasis on "human relations" over "command authority" and "job enrichment" over "job specialization." Such an emphasis tends to weaken the traditional organization and substitutes for it a more flexible, task-oriented one. Creating special teams to deal with a specific problem or task which are disbanded at the

completion of that task is the hallmark of a new "temporary" organization.

Perhaps most significant in the long run is the accelerating professionalization of service organizations and occupations. The inevitable tendency of service groups is to attempt to raise the quality of the profession by raising entrance standards and pre-service training requirements. Law students, for example, can no longer "read the law" in lawyers offices and then take the bar exam. Now they must attend an accredited law school before they are eligible for the bar exam. This same movement toward upgrading of requirements is evident in police work.

As police entrance qualifications and professionalization increase, the traditional police organization will find itself under increasing pressure to change. The hallmark of a professional is the desire to practice his skills according to professional standards and not bureaucratic rules. Increased professionalization also promotes job mobility and lessens the organization's hold on the individual and increases his freedom.

Underlying these broad changes in the police department's external and internal operating environment is, however, a certain consistency in the day-to-day tasks a police organization must perform. The man in uniform must still deal with the frightened or hostile citizen and the depredations people cause to each other.

Types of property change and the methods of stealing property change to suit the circumstance but the same acquisitive spirit remains. It is the "people" problems which are relatively constant, and it is in the area of development of skills at managing human conflict in which police training has been most deficient.

5.1.3 Implications for Police Training

Against this general backdrop of change some developments which have

special implications for police training have been singled out for more detailed discussion.

5.1.3.1 The Cash-less, Check-less Society

One important and rather unnoticed development is transformation of the United States into a "cash-less, check-less" society. Recent experiments in Southern California have explored the feasibility of a universal credit card system in which all purchases are automatically deducted from a subscriber's account and credited to that of the merchant in question. "Electronic money" has replaced checks or cash as the medium of payment. There is every reason to believe that such systems will proliferate.

Police agencies are poorly equipped to deal with the more sophisticated kinds of thievery which will replace acquisitive crimes aimed at illegally obtaining money or near-money (checks). The thief of the future may very well be the computer specialist working in the bank or financial institution rather than the "lowlife" hanging around the corner bar. Recent "computer crimes" represent but an indication of things to come.

Police training barely equips a policeman to deal with more traditional forms of white collar crime; the gap can only grow larger as the crimes become technically more complex and sophisticated. Unless there is a dramatic shift in police capability it is likely that enforcement of the laws against such crimes will pass out of the hands of the public police into the hands of private computer security groups.

5.1.3.2 Changing Law Enforcement Technology

The application of computer and telecommunications equipment and techniques into police work has already begun to work a minor revolution. The computer is a tool to aid decision-making. The tool has, however, come to shape the decision-maker as much as the decision-maker has shaped

his tool. The computer needs facts to work effectively, therefore, organizations using the computer must expand and channel their data collection operations. Information which, formerly, got lost in the paper file shuffle can now be extracted and analyzed. Better information has led to more intelligent decisions about deployment of manpower and more effective use of police resources.

The computer has not been an unmixed blessing, however. For one thing, more intelligent use of information depends, in part, on the application of sophisticated analytic techniques. Persons with the requisite mathematical skills had to be brought into the police department from the outside. To an undetermined extent managerial prerogatives have been abdicated to technicians who have neither the background nor the legal responsibility for enforcing the criminal laws.

Another consequence of introduction of the computer has been the re-examination of many traditional modes of operation. For example, computer analyses of patrol and crime patterns may reveal an absence of relationship between the two. The police administrator is faced with the difficult choice of doing what his department has always done or begin to rethink the entire basis for his operation.

The computer requires that police administrators and planners be both technically sophisticated and resilient. They must be skilled enough to control the technology and accompanying technicians and be flexible enough to accept the facts that the new technology makes available to them. Traditional police training prepares the administrator and planner for neither role. Until there is a more general recognition of the importance of modern technology in police work, training will be seriously deficient.

5.1.3.3 Changing Attitudes Toward Crime and the Proper Scope of the Criminal Justice System

Reclassification of anti-social behavior as medical or mental health problems and the decriminalization of certain forms of conduct, have and will continue to impose strains on police forces. Public intoxication is no longer a crime in many places. Redefinition of excessive drinking as a "medical" rather than a "law enforcement" problem has not removed the problem from police jurisdiction. The officer on the street will still be the one to contact the drunk on the street. The officer will, however, be required to make "medical" rather than "law enforcement" judgments. Except in the unusual case, he is not well equipped to make such judgements.

The current trend is to divert accused persons from the criminal justice process to treatment programs at the earliest possible stage. Increasingly, the police officer is being asked to play a rehabilitative role in the criminal justice process for which he is not well suited by training or experience.

Accompanying the adoption of a treatment-oriented model is a substitute for the adversary model of law enforcement is a subtle shift in the policeman's relationship to the public. Instead of being the defender of the law-abiding community from the law-breaking community, the police officer becomes the agent of a "therapeutic" state. In this more complicated situation the officer will be called upon to make a variety of difficult decisions.

There is comparatively little in police training which prepares the officer for these new judgments and responsibilities. Aside from the lack of technical information on how to deal with the "medical problems" the training fails to get to the root of the potential conflicts between what the police perceives his job to be and what the realities are and

will be.

5.1.3.4 Changing Police Organization

Slowly but steadily the traditional para-military, authoritarian police bureaucracy is eroding. The individual officer is being given a larger role to play in organizational decisions affecting his life. The public is being permitted to consult with the police administration on matters of urgent concern. Greater decentralization, more precinct and storefront offices, community relations councils, and team policing are likely to be the hallmarks of police work in the future.

The rather more "democratic" and "open" police department is more difficult to manage than is the closed, authoritarian organization. Efficiency objectives are tempered by concerns for community reaction and effects on the working policemen. The organizational administrator must be more an expert in organization behavior and human performance. Such skills are difficult to acquire on-the-job. Specialized training in human behavior will be an essential part of a policeman's background.

A second major change in the police organization is and will be an increased responsibility for formal policy-making. Unfettered on-the-street discretion is being restrained by conscious policy decisions. The implementation of such policy-making is an extremely difficult process both for the administrator who must announce the policy and the officer who must execute it. Police training has largely ignored the entire subject of police formulation and execution.

Especially important is training for the implementation of policies in the area of "order-maintenance." The enforcement of an ill-defined legislative mandate "to preserve public peace and order" places the officer in confrontation with angry, emotionally overwrought citizens under circumstances in which the power of arrest is only marginally

relevant to satisfactory handling of the situation.

One commentator suggests that to equip an officer to perform adequately in such situations a training program should enable him to:

- Handle calmly challenges to self-respect and manhood;
- Be able to tolerate ambiguous situations;
- Have the physical capacity to subdue persons;
- Be able to accept responsibility for the consequences of his own actions;
- Understand and apply legal concepts in concrete situations.

A training program, if it is to achieve these objectives, must emphasize performance under conditions of stress. Lecture techniques and unsupervised on-the-job training are poor substitutes for active participation in controlled, simulated situations. Training techniques must be up-dated to meet the needs of the man on-the-street.

5.1.3.6 Police Professionalization

The continuing trend toward professionalization of police service is likely to continue. Professionalization poses a dilemma for the pre-service and in-service training academy. On the one hand professionalization demands increased formal instruction in police science and police administration; on the other hand, it enhances the college and university level course at the expense of the training academy. Thorough-going professionalization will, as it has in other fields, increase pre-service entrance requirements and shift the responsibility for acquiring the needed preparation to the applicant. In many California communities, for example, a candidate must have completed several years of college work in police science before he will be considered for a position on the police department.

The police training academy will, under such circumstances, have a new role to play. Rather than attempting to increase an already adequate

store of knowledge, emphasis will have to be placed on "how-to-do" rather than "what-to-do." Simulation of real life situations will become an increasingly important part of the training curriculum.

5.2 Police Standards and Goals

Among the more significant events in American law enforcement have been reports issued by the National Commission on Law Observance and Enforcement in 1931 (more popularly known as the Wickersham Commission) and the President's Commission on Law Enforcement and Administration of Justice in 1967. The earlier document, entitled Report on Police No. 14 was in large measure updated and extended in the Task Force Report: The Police and in the general report entitled The Challenge of Crime in a Free Society.

Two very recent documents (both dated 1973) may rival the reports from 1931 and 1967 in terms of their future, potential impact. Therefore, as we look ahead it is well to note appropriate sections.

5.2.1 Standards Relating to the Urban Police Function

Over the past ten years, the American Bar Association Project on Standards for Criminal Justice has formulated and published eighteen sets of standards in many areas of criminal justice. Areas covered include: Fair Trial and Free Press; Post-Conviction Remedies; Speedy Trial; Sentencing Alternatives and Procedures; Probation; Electronic Surveillance; The Prosecution Function and Defense Function; and The Function of Trial Judges, among others. "The Urban Police Function" is the latest (and said to be the final) standard; it was approved by the ABA House of Delegates in February, 1973.

Two introductory excerpts help to place the "standards" in context and provide a rationale for their publication.

After noting the fact that the Standards were reviewed by a Special

Advisory Committee of the International Association of Chiefs of Police, a rationale is developed (p. 21-22 of the Approved Draft of Standards):

For a full understanding of the reasons underlying the recommendations of the ABA Advisory Committee on the Police Function, one is referred to the extensive commentary set forth in the report of March, 1972. It would appear useful, however, to repeat here a few points of general applicability discussed in the introduction to that report.

First, the standards have been offered in the belief that greater understanding of the function of the police in a democratic society is necessary if there is to be needed improvement in the quality of police service. Since, in addition to the police profession, such understanding is required of the legal profession, which bears a special responsibility, as well as of the general public, it is appropriate for lawyers to attempt to articulate and achieve a consensus as to the complex role which the police play. Second, the standards are in face "standards," in the loosest sense of the term. Partly because of the educational purpose of the standards and partly because of the underdeveloped character of the police field, very few of the standards constitute model procedures which can be implemented immediately on a national basis. Third, very specific standards for organizing, staffing and training police agencies have been left for development within the police field. To the extent they address the same areas, the standards here are limited to reflecting the effect that some of the broader issues dealt with will have upon prevailing practices. Fourth, the title --The Urban Police Function-- is intended to reflect both the fact that the standards are addressed primarily to municipal policing and not, for example, to statewide and federal law enforcement agencies, and the fact that some of the specific solutions proposed are directed to the critical problems of the urban police. The emphasis on urban problems does not mean that the basic principles are not applicable to all police. Finally, although the focus on the police function in this Project emanated from concern with the operation of the criminal justice system, it became clear that the effectiveness of police within that system required exploration of their responsibilities and duties outside it.

Introductory materials contained in the Tentative Draft (pages 1-2) focus in on two critical issues -- the role of the police and discretion:

The police in this country have suffered from the fact that their role has been misunderstood, the fact that demands made upon them have been so unrealistic, and the fact that the public has been so ambivalent about the function of police. It has taken a period of rapid social and political change -- with all of the resulting demands that have been placed upon the police -- to make the public more conscious of the importance and the complexity of the police function. But this has been a mixed blessing. The fact that the police have played so central a role in the recent tumult has also resulted in their having become a symbol in the polarization that currently marks our society -- their being the subject of scorn and derision in some quarters and the subject of praise and exaltation in others. This development has greatly complicated the task of meeting current needs more effectively -- and has made it more important than it has ever been in the past for a greater number of

citizens to have a comprehensive, dispassionate understanding of the complex role that the police play.

The central message of the standards which follow is expressed well by the Chief Justice of the United States, Warren E. Burger, in a recent address to local and state police administrators upon their graduation from the F.B.I. Academy. In his address the Chief Justice said in part:

It is often overlooked that no public officials in the entire range of modern government are given such wide discretion on matters dealing with the daily lives of citizens as are police officers. In the broad terms of public administration, I think it would be a safe assumption that the scope of discretion enlarges as we look upward in the hierarchy of government. In other words, the higher the rank, the greater is the discretion. But this is not true in police work. The policeman on the beat, or in the patrol car, makes more decisions and exercises broader discretion affecting the daily lives of people, every day and to a greater extent, in many respects, than a judge will ordinarily exercise in a week...

No law book, no lawyer, no judge can really tell the policeman on the beat how to exercise this discretion perfectly in every one of the thousands of different situations that can arise in the hour-to-hour work of the policeman. Yet we must recognize that we need not choose between no guidelines at all and perfect guidelines. There must be some guidance by way of basic concepts that will assist the officer in these circumstances.

Basically, as I suggested, it is a matter of common sense and sound judgment, and yet we know that one man's common sense may be another man's mistake. Hence this need for carefully devised basic standards to guide the exercise of this discretion and, second, for careful and comprehensive training of officers before they are thrust into situations that would often baffle the wisest judge.

Of particular import to our efforts are the standards contained in Parts I, General Principles, and Part II, Police Objectives and Priorities.

PART I. GENERAL PRINCIPLES

(1.1) Complexity of police task.

(a) Since police, as an agency of the criminal justice system, have a major responsibility for dealing with serious crime, efforts should continually be made to improve the capacity of police to discharge this responsibility effectively. It should also be recognized, however, that police effectiveness in dealing with crime is often largely dependent upon the effectiveness of other agencies both within and outside the criminal justice system. Those in the system must work together through liaison, cooperation, and constructive joint effort. This effort is vital to the effective operation of the police and the entire criminal justice system.

(b) To achieve optimum police effectiveness, the police should be recognized as having complex and multiple tasks to perform in addition to identifying and apprehending persons committing serious criminal offenses. Such other police tasks include protection of certain rights

such as to speak and to assemble, participation either directly or in conjunction with other public and social agencies in the prevention of criminal and delinquent behavior, maintenance of order and control of pedestrian and vehicular traffic, resolution of conflict, and assistance to citizens in need of help such as the person who is mentally ill, the chronic alcoholic, or the drug addict.

(c) Recommendations made in these standards are based on the view that this diversity of responsibilities is likely to continue and, more importantly, that police authority and skills are needed to handle appropriately a wide variety of community problems.

(1.2) Scope of standards.

To ensure that the police are responsive to all the special needs for police services in a democratic society, it is necessary to:

(i) identify clearly the principal objectives and responsibilities of police and establish priorities between the several and sometimes conflicting objectives;

(ii) provide for adequate methods and confer sufficient authority to discharge the responsibility given them;

(iii) provide adequate mechanisms and incentives to ensure that attention is given to the development of law enforcement policies to guide the exercise of administrative discretion by police;

(iv) ensure proper use of police authority;

(v) develop an appropriate professional role for and constraints upon individual police officers in policy-making and political activity;

(vi) provide police departments with human and other resources necessary for effective performance;

(vii) improve the criminal justice, juvenile justice, mental health, and public health systems of which the police are an important part;

(viii) gain the understanding and support the community; and

(ix) provide adequate means for continually evaluating the effectiveness of police services...

PART II. POLICE OBJECTIVES AND PRIORITIES

(2.1) Factors accounting for responsibilities given police.

The wide range of government tasks currently assigned to police has been given, to a great degree, without any coherent planning by state or local governments of what the overriding objectives or priorities of the police should be. Instead, what police do is determined largely on an ad hoc basis by a number of factors which influence their involvement in responding to various government or community needs. These factors include:

(i) broad legislative mandates to the police;

(ii) the authority of the police to use force lawfully;

(iii) the investigative ability of the police;

(iv) the twenty-four-hour availability of the police; and;

(v) community pressures on the police.

(2.2) Major current responsibilities of police.

In assessing appropriate objectives and priorities for police service, local communities should initially recognize that most police agencies are currently given responsibility, by design or default:

(i) to identify criminal offenders and criminal activity and, where appropriate, to apprehend offenders and participate in subsequent court proceedings;

(ii) to reduce the opportunities for the commission of some crimes through preventive patrol and other measures;

(iii) to aid individuals who are in danger of physical harm;

(iv) to protect constitutional guarantees;

(v) to facilitate the movement of people and vehicles;

(vi) to assist those who cannot care for themselves;

(vii) to resolve conflict;

(viii) to identify problems that are potentially serious law enforcement or governmental problems;

(ix) to create and maintain a feeling of security in the community;

(x) to promote and preserve civil order; and

(xi) to provide other services on an emergency basis.

(2.3) Need for local objectives and priorities.

While the scope and objectives of the exercise of the government's police power are properly determined in the first instance by state and local legislative bodies within the limits fixed by the Constitution and by court decisions, it should be recognized there is considerable latitude remaining with local government to develop an overall direction for police services. Within these limits, each local jurisdiction should decide upon objectives and priorities. Decisions regarding police resources, police personnel needs, police organization, and relations with other government agencies should then be made in a way which will best achieve the objectives and priorities of the particular locality.

(2.4) General criteria for objectives and priorities.

In formulating an overall direction for police services and in selecting appropriate objectives and priorities for the police, communities should be guided by certain principles that should be inherent in a democratic society:

(i) The highest duties of government, and therefore the police, are to safeguard freedom, to preserve life and property, to protect the constitutional rights of citizens and maintain respect for the rule of law by proper enforcement thereof, and thereby, to preserve democratic processes;

(ii) Implicit within this duty, the police have the responsibility for maintaining that degree of public order which is consistent with freedom and which is essential if our urban and diverse society is to be maintained;

(iii) In implementing their varied responsibilities, police must provide maximum opportunity for achieving desired social change by freely-available, lawful, and orderly means; and

(iv) In order to maximize the use of the special authority and ability of the police, it is appropriate for government, in developing objectives and priorities for police services, to give emphasis to those social and behavioral problems which may require the use of force or the use of special investigative abilities which the police possess. Given the awesome authority of the police to use force and the priority that must be given to preserving life, however, government should firmly establish the principle that the police should be restricted to using the amount of force reasonably necessary in responding to any situation.

(2.5) Role of local chief executive.

In general terms, the chief executive of a governmental subdivision should be recognized as having the ultimate responsibility for his police department and, in conjunction with his police administrator and the municipal legislative body, should formulate lawful policy relating to the nature of the police function, the objectives and priorities of the police in carrying out this function, and the relationship of these objectives and priorities to general municipal strategies. This will require that a chief executive, along with assuming new responsibilities for formulating overall directions for police services, must also:

(i) insulate the police department from inappropriate pressures from his own office;

(ii) insulate the police department from pressures to deal with matters in an unlawful or unconstitutional manner; and

(iii) insulate the police administrator from inappropriate interference with the internal administration of his department.

The preceding are considered central to our look ahead. However, titles of the other standards should be noted in passing:

Part III.	Methods and Authority Available to the Police for Fulfilling the Tasks Given Them
Part IV.	Law Enforcement Policy-making
Part V.	Control Over Police Authority
Part VI.	Police Unions and Political Activity
Part VII.	Adequate Police Resources
Part VIII.	Police Performance in the Criminal Justice System
Part IX	Public Understanding and Support
Part X.	Evaluation

5.2.1 Standards and Goals

The National Advisory Commission on Criminal Justice Standards and Goals (NAC) is, in large part, a continuation of the work begun by the previously mentioned President's Commission (1967). It represents a parallel effort to the ABA's, in part; however, the NAC's scope and depth of treatment is far greater as regards the police and the law enforcement function. The ABA materials specifically stated that... "very specific standards for organizing, staffing and training police agencies have been left for development within the police field." The standards and goals developed by the NAC may very well meet this criteria.

During the course of developing a decision-making structure and alternatives for the MPTC to consider (as reported in a later section) several of the NAC's standards were reproduced for consideration. These concerned such matters as: Recruitment and Selection, Education, and Training.* However, for purposes of our consideration, several of the introductory standards are presented in tabular form on the following page.

*These are reproduced in Appendix D.

--Standard 1.1: The Police Function. Every police chief executive should immediately develop written policy, based on policies of the governing body that provides formal authority for the police function, and should set forth the objectives and priorities that will guide the agency's delivery of police services. Agency policy should articulate the role of the agency in the protection of constitutional guarantees, the enforcement of the law, and the provision of services necessary to reduce crime, to maintain public order, and to respond to the needs of the community.

1. Every police chief executive should acknowledge that the basic purpose of the police is the maintenance of public order and the control of conduct legislatively defined as crime. The basic purpose may not limit the police role, but should be central to its full definition.

2. Every police chief executive should identify those crimes on which police resources will be concentrated. In the allocation of resources, those crimes that are most serious, stimulate the greatest fear, and cause the greatest economic losses should be afforded the highest priority.

3. Every police chief executive should recognize that some government services that are not essentially a police function are, under some circumstances, appropriately performed by the police. Such services include those provided in the interest of effective government or in response to established community needs. A chief executive:

(a) Should determine if the service to be provided has a relationship to the objectives established by the police agency. If not, the chief executive should resist that service becoming a duty of the agency;

(b) Should determine the budgetary cost of the service;

(c) Should inform the public and its representatives of the projected effect that provision of the service by the police will have on the ability of the agency to continue the present level of enforcement services.

(d) If the service must be provided by the police agency, it should be placed in perspective with all other agency services and it should be considered when establishing priorities for the delivery of all police services.

(e) The service should be made a part of the agency's police role until such time as it is no longer necessary for the police agency to perform the service.

4. In connection with the preparation of their budgets, all police agencies should study and revise annually the objectives and priorities which have been established for the enforcement of laws and the delivery of services.

5. Every police agency should determine the scope and availability of other government services and public and private social services, and develop its ability to make effective referrals to those services.

--Standard 1.2: Limits of Authority. Every police chief executive immediately should establish and disseminate to the public and to every agency employee written policy acknowledging that police effectiveness depends upon public approval and acceptance of police authority. This policy at least:

1. Should acknowledge that the limits of police authority are strictly prescribed by law and that there can be no situation which justifies extra-legal police practices;

2. Should acknowledge that there are times when force must be used in the performance of police tasks, but that there can be no situation which justifies the use of unreasonable force;

3. Should acknowledge that in their exercise of authority the police must be accountable to the community by providing formal procedures for receiving both commendations and complaints from the public regarding individual officer performance. These procedures at least should stipulate that:

(a) There will be appropriate publicity to inform the public that complaints and commendations will be received and acted upon by the police agency;

(b) Every person who commends the performance of an individual officer in writing will receive a personal letter of acknowledgement; and

(c) Every allegation of misconduct will be investigated fully and impartially by the police agency, and the results made known to the complainant or the alleged victim of police misconduct.

4. Should provide for immediate adoption of formal procedures to respond to complaints, suggestions, and requests regarding police services and formulation of policies. These procedures at least should stipulate that:

(a) There will be appropriate notice to the public acknowledging that the police agency desires community involvement;

(b) The public will be involved in the development of formal procedures as well as in the policies that result from their establishment; and

(c) Periodic public surveys will be made to elicit evaluations of police service and to determine the law enforcement needs and expectations of the community.

--Standard 1.3: Police Discretion. Every police agency should acknowledge the existence of the broad range of administrative and operational discretion that is exercised by all police agencies and individual officers. That acknowledgement should take the form of comprehensive policy statements that publicly establish the limits of discretion, that provide guidelines for its exercise within those limits, and that eliminate discriminatory enforcement of the law.

1. Every police chief executive should have the authority to establish his agency's fundamental objectives and priorities and to implement them through discretionary allocation and control of agency resources. In the exercise of his authority, every chief executive:

(a) Should seek legislation that grants him the authority to exercise his discretion in allocating police resources and in establishing his agency's fundamental objectives and priorities;

(b) Should review all existing criminal statutes, determine the ability of the agency to enforce these statutes effectively, and advise the legislature of the statutes' practicality from an enforcement standpoint; and

(c) Should advise the legislature of the practicality of each proposed criminal statute from an enforcement standpoint, and the impact of such proposed statutes on the ability of the agency to maintain the existing level of police services.

2. Every police chief executive should establish policy that guides the exercise of discretion by police personnel in using arrest alternatives. This policy:

(a) Should establish the limits of discretion by specifically identifying insofar as possible, situations calling for the use of alternatives to continued physical custody;

(b) Should establish criteria for the selection of appropriate enforcement alternatives;

(c) Should require enforcement action to be taken in all situations where all elements of a crime are present and all policy criteria are satisfied;

(d) Should be jurisdictionwide in both scope and application, and

(e) Specifically should exclude offender lack of cooperation, or disrespect toward police personnel, as a factor in arrest determination unless such conduct constitutes a separate crime.

3. Every police chief executive should establish policy that limits the exercise of discretion by police personnel in conducting investigations and that provides guidelines for the exercise of discretion within those limits. This policy:

(Standard 1.3, continued)

(a) Should be based on codified laws, judicial decisions, public policy, and police experience in investigating criminal conduct;

(b) Should identify situations where there can be no investigative discretion; and

(c) Should establish guidelines for situations requiring the exercise of investigative discretion.

4. Every police chief executive should establish policy that governs the exercise of discretion by police personnel in providing routine peacekeeping and other police services that, because of their frequent recurrence, lend themselves to the development of a uniform agency response.

5. Every police chief executive should formalize procedures for developing and implementing the foregoing written agency policy.

6. Every police chief executive immediately should adopt inspection and control procedures to insure that officers exercise their discretion in a manner consistent with agency policy.

--Standard 1.4: Communicating with the Public. Every police agency should recognize the importance of bilateral communication with the public and should constantly seek to improve its ability to determine the needs and expectations of the public, to act upon those needs and expectations, and to inform the public of the resulting policies developed to improve delivery of police services.

1. Every police agency should immediately adopt policies and procedures that provide for effective communication with the public through agency employees. Those policies and procedures should insure:

(a) That every employee with duties involving public contact has sufficient information with which to respond to questions regarding agency policies; and

(b) That information he receives is transmitted through the chain of command and acted upon at the appropriate level.

2. Every police agency that has racial and ethnic minority groups of significant size within its jurisdiction should recognize their police needs and should, where appropriate, develop means to insure effective communication with such groups.

3. Every police agency with a substantial non-English-speaking population in its jurisdiction should provide readily available bilingual employees to answer requests for police services. In addition, existing agency programs should be adapted to insure adequate communication between non-English-speaking groups and the police agency.

4. Every police agency with more than 400 employees should establish a specialized unit responsible for maintaining communications with the community. In smaller agencies, this responsibility should be the chief executive's, using whatever agency resources are necessary and appropriate to accomplish the task.

(a) The unit should establish lines of communication between the agency and recognized community leaders and should elicit information from the citizen on the street who may feel that he has little voice in government or in the provision of its services.

(b) The unit should be no more than one step removed from the chief executive in the chain of command.

(c) The unit should identify impediments to communications with the community, research and devise methods to overcome those impediments, and develop programs which facilitate communication between the agency and the community.

(d) The unit should conduct constant evaluations of all programs intended to improve communication and should recommend discontinuance of programs when their objectives have been achieved or when another program might more beneficially achieve the identified functional objective.

--Standard 1.5: Police Understanding of their Role. Every police agency immediately should take steps to insure that every officer has an understanding of his role, and an awareness of the culture of the community where he works.

1. The procedure for developing policy regarding the police role should involve officers of the basic rank, first line supervisors, and middle management. Every police employee should receive written policy defining the police role.

2. Explicit instruction in the police role and community culture should be provided in all recruit and in-service training.

3. The philosophy behind the defined police role should be a part of all instruction and direction given to officers.

4. Middle managers and first line supervisors should receive training in the police role and thereafter continually reinforce those principles by example and by direction of those they supervise.

5. Methods of routinely evaluating individual officer performance should take into account all activities performed within the context of the defined role. Promotion and other incentives should be based on total performance within the defined role, rather than on any isolated aspect of that role.

--Standard 1.6: Public Understanding of the Police Role. Every police agency immediately should establish programs to inform the public of the agency's defined police role. These programs should include, but not be limited to the following:

1. Every police agency should arrange for at least an annual classroom presentation by a uniformed officer at every public and private elementary school within its jurisdiction.

(a) The content of the presentation should be tailored to the learning needs of the students; however, each presentation should include a basic description of the police role.

(b) Every agency should work through the school to develop a basic study unit to be presented by the teacher prior to the officer's arrival, and every officer assigned to a school visit should be provided with prepared subject material to be reviewed prior to making his visit.

2. Every police agency with more than 400 employees should, dependent upon securing the cooperation of local school authorities, assign a full-time officer to each junior and senior high school in its jurisdiction.

(a) The officer's assignment should include teaching classes in the role of the police, and serving as a counselor. His assignment should not include law enforcement duties except as related to counseling.

(b) Course content should be developed in cooperation with the schools and should include discussion of the police role, juvenile laws, and enforcement policies and practices relating to juveniles.

3. Every police agency, where permitted by local conditions, should participate in government and civic classes offered in local evening adult schools and community colleges.

4. With agency resources, where available, or in cooperation with employee organizations or local civic groups, every police agency should develop or participate in youth programs including scouting and other athletic or camping activities.

(a) All such programs should be designed to provide officers and young people with the opportunity to become personally acquainted with each other.

(b) Every officer participating in youth programs should be provided with written material describing the objective of the program and its relationship to the police role.

5. Every police agency should accept invitations for officers to speak to business and civic organizations. Efforts should be made to provide speakers in response to every reasonable request and to coordinate the speaker's ability and background with the intended audience. Every opportunity should be taken to describe the police role and the agency's objectives and

(Standard 1.6, continued)

priorities.

6. Every police agency with more than 150 employees should publish a statement of the police role, the agency's objectives and priorities in filling that role, and the agency's activities to implement its role. An annual report should be used for this purpose. In addition, periodic statistical reports on crime, arrests, and property loss due to crime should be disseminated to the public. These reports should include an evaluation of significant trends and other interpretations.

7. Every police agency should inquire into the availability of public service resources from advertising and communication organizations to assist in developing support for the agency and its programs.

8. Every police agency should hold an annual open house and should provide other tours of police facilities and demonstrations of police equipment and tactics when appropriate to create greater public awareness of the police role.

5.3 Career Development in the Municipal Police Service

5.3.1 Overview and Background

Prior to the advent of the Twentieth Century, formalized police training as we know it today did not exist. Insofar as is known, the first major police training program was instituted by the Pennsylvania State Police in 1906. This innovation was rapidly adopted by both the New York City and Detroit Police Departments in 1911. Other big city police agencies gradually followed this example until today, when formal training for police officers is a well-accepted practice.

At roughly the same time, university education in police science also began to develop. The University of California at Berkeley, under the leadership of August Vollmer, instituted the initial university-based program for police officers in 1916. By 1920, three basic trends in formalized preparation for police work were discernable:

(1) Police programs were being sponsored by institutions of higher learning;

(2) Police academies were rapidly being developed in most large cities and state-level police forces, and

(3) Law enforcement agencies and the colleges and universities were initiating the first stage of a continuing dialogue aimed at the gradual creation of police education programs.

Although cooperation between police agencies and institutions of higher learning increased through the 1920's, it was not until 1930 that the first two-year police science program was established at San Jose Junior College. Other institutions followed suit (e.g., Michigan State, Indiana University, UCLA, etc.), but it was well after World War II that significant expansion of college-level police programs occurred.

The Wickersham Commission was able to report in 1931 that a survey of 383 cities showed that 20 percent of the cities surveyed conducted formal recruit training. By 1965, a similar survey by the International

City Manager's Association of 1,352 cities showed that 1,135 or 85 percent of this total conducted some type of formal recruit training. However, the President's Commission on Law Enforcement and Criminal Justice reported in the same year that 4,000 cities surveyed in a study conducted for that organization, 80 percent of the departments surveyed placed new recruits in the field prior to completion of a formal training program.

In Connecticut, the larger municipal police agencies (e.g., Hartford, New Haven, Bridgeport, etc.) were the first to establish formal training academies and often included officers from smaller departments in their recruit programs. Regional Chiefs of Police Associations also developed entry training programs and, in 1960, the Connecticut Chiefs of Police Association succeeded in establishing the first statewide recruit school in Bethany, with the cooperation of the Connecticut State Police.

Two parallel developments were occurring during the post-war years that had significant implications for police training. The first development was the creation of statewide law enforcement training commissions. The first of these commissions was created in both New York and California in 1959. Directly related to this development was the movement toward mandatory training for police officers. Expansion of these commissions to the other states was somewhat erratic until 1965 when the second major development occurred. The Law Enforcement Assistance Act was passed that year, and was followed in 1968 by the Omnibus Crime Control and Safe Streets Act. Both acts provided major amounts of Federal funds to upgrade law enforcement.

In 1965, mandatory training for police became a reality in Connecticut with the creation of the Municipal Police Training Council (MPTC). In effect, the Council supplanted the Connecticut Chiefs' Association's

efforts in the recruit training area, except that the MPTC had the financial support of the State, better facilities, and the force of law behind its efforts. The MPTC currently provides recruit training to all but the largest departments (and must, by law, certify these academies) as well as sponsoring and coordinating a range of specialized police training programs.

While these efforts in the police training area were developing, parallel achievements in the police education area were equally impressive. The Office of Law Enforcement Assistance (OLEA) provided the funds for program development to many colleges and universities whose growth was further stimulated by the Law Enforcement Education Program -- a component of the 1968 Safe Streets Act. This program provides loans and grants for study in law enforcement or law enforcement-related subjects. The impressive growth of the community college provides an additional impetus for formal police education. A recent survey found that almost 450 institutions of education are currently offering degrees in law enforcement. Out of this total, 350 offer Associate degrees, 66 offer Baccalaureate degrees; 21 offer Master's degrees and 7 the Doctorate. Connecticut alone has two 4-year colleges granting the B.A. degree in Police Administration, one which offers a Masters in Criminal Justice and eight 2-year schools that award Associate degrees. In addition, two of the large police department recruit academies have developed interlocking arrangements with local colleges whereby their recruits are awarded college credit for their studies.

In short, Connecticut is developing the basic training and educational infrastructure to professionalize municipal law enforcement.

Examination of the literature indicates that virtually no one opposes the concept of police training and education. However, there is considerable

debate on how much and what kinds of training, and education should be provided to police officers. Two divergent poles of opinion appear to dominate this debate. On the one hand are those who argue that police work is a trade and that factual, skill-oriented training is all that is necessary. At the risk of overgeneralizing, it would appear that this viewpoint is most commonly advanced by police officials in the smaller and medium-sized departments. On the other hand, the technical literature and the reports of almost every major national commission argue that eventually a college degree will be the initial entry requirement for police service.

Before addressing either argument, it is first necessary to briefly review just what is that a police officer does to provide a basic framework for discussion. One might expect that a substantial, scientifically valid, data base exists describing the nature of the police function. Careful examination of the technical literature clearly shows that no such valid data base exists. Eisenberg and Kent of the staff of the International Association of Chiefs of Police, in a recent [1972] and comprehensive study of this question state that:

Job or task analysis has largely been avoided, or superficially addressed to date. No effective selection system can be developed without first acquiring specific or comprehensive information on what police officers do or expect to do. This requirement cannot be satisfied by paying casual attention to it, as has been done, nor by utilizing job description information alone.

A number of well regarded studies have purported to describe the police function in depth. These have ranged from the generalized studies of Wildhorn¹ and Wilson² to more specific research efforts of Skelly³ and Reiss⁴ to the study role and psychological characteristics of police by Sterling⁵ and Baehr⁶. In addition, a wide array of specialized studies by researchers such as Smith⁷, Fennessy⁸, Neiderhoffer⁹, Skolnik¹⁰ and others provides useful insights.

The absence of comprehensive and reliable data on the nature of the police task is further complicated by the fact that most studies available relate to big city police forces. There is virtually nothing written on suburban or rural agencies. Also, most research on police job performance is confined to the work of the patrol officer. Little work of substance has been done on the criminal investigation function; juvenile problems; planning and research; budgeting or administration. However, there do appear to be some basic attributes that a police officer -- no matter what function he performs -- must possess. These are listed by Baer¹¹ as follows:

1. Endure long periods of monotony in routine patrol yet react quickly (almost instantaneously) and effectively to problem situations observed on the street or to orders issued by the radio dispatcher (in much the same way that a combat pilot must react to interception or a target opportunity).

2. Gain knowledge of his patrol area, not only of its physical characteristics but also of its normal routine of events and the usual behavior patterns of its residents.

3. Exhibit initiative, problem-solving capacity, effective judgment, and imagination in coping with the numerous complex situations he is called upon to face, e.g., a family disturbance, a potential suicide, a robbery in progress, an accident, or a disaster. Police officers themselves clearly recognize this requirement and refer to it as "showing street sense."

4. Make prompt and effective decisions, sometimes in life and death situations, and be able to size up a situation quickly and take appropriate action.

5. Demonstrate mature judgment, as in deciding whether an arrest is warranted by the circumstances or a warning is sufficient, or in facing a situation where the use of force may be needed.

6. Demonstrate critical awareness in discerning signs of out-of-the-ordinary conditions or circumstances which indicate trouble or a crime in progress.

7. Exhibit a number of complex psychomotor skills, such as driving a vehicle in normal and emergency situations, firing a weapon accurately under extremely varied conditions, maintaining agility, endurance, and strength, and showing facility in self-defense and apprehension, as in taking a person into custody with a minimum of force.

8. Adequately perform the communication and recordkeeping functions of the job, including oral reports, preparation of formal case reports, and completion of departmental and court forms.

9. Have the facility to act effectively in extremely divergent interpersonal situations. A police officer constantly confronts persons who are acting in violation of the law, ranging from curfew violations to felonies. He is constantly confronted by people who are in trouble or who are victims of crimes. Besides his dealings with criminals, he has contact with para-criminals, informers, and people on the border of criminal behavior. (He must also be "alley-wise"). At the same time, he must relate to the people on his beat -- businessmen, residents, school officials, visitors, etc. His interpersonal relations must range up and down a continuum defined by friendliness and persuasion on one end and by firmness and force at the other.

10. Endure verbal and physical abuse from citizens and offenders (as when placing a person under arrest or facing day-in and day-out race prejudice) while using only necessary force in the performance of his function.

11. Exhibit a professional, self-assured presence and a self-confident manner in his conduct when dealing with offenders, the public, and the courts.

12. Be capable of restoring equilibrium to social groups, e.g., restoring order in a family fight, in a disagreement between neighbors, or in a clash between rival youth groups.

13. Be skillful in questioning suspected offenders, victims, and witnesses of crimes.

14. Take charge of situations, e.g., a crime or accident scene, yet not unduly alienate participants or bystanders.

15. Be flexible enough to work under loose supervision in most of his day-to-day patrol activities (either alone or as part of a two-man team) and also under the direct supervision of superiors in situations where large numbers of officers are required.

16. Tolerate stress in a multitude of forms, such as meeting the violent behavior of a mob, arousing people in a burning building, coping with the pressures of a high-speed chase or a weapon being fired at him, or dealing with a woman bearing a child.

17. Exhibit personal courage in the face of dangerous situations which may result in serious injury or death.

18. Maintain objectivity while dealing with a host of "special interest" groups, ranging from relatives of offenders to members of the press.

19. Maintain a balanced perspective in the face of constant exposure to the worst side of human nature.

(20) Exhibit a high level of personal integrity and ethical conduct, e.g., refrain from accepting bribes or "favors," provide impartial law enforcement, etc.

These characteristics were derived from a study of Chicago Police Department personnel and, intuitively, they appear to adequately describe the skill and knowledge requirements of police officers. After reading these attributes, it is patently clear that anyone entering the police service must (1) have the basic personal qualities to perform as a police officer; (2) must be trained and educated to function in this role; and (3) must test and refine these skills under operational conditions.

Further studies of just what it is that a police officer does have been described by Gammage¹². The New York City Police Department Police Training and Performance Study quotes these "job requirements" and their associated "training needs" as follows:

1. Patrols Assigned Beat or Post

Care and operation of departmental equipment
 Care and operation of departmental vehicles
 City and county ordinances
 Penal code
 Departmental rules and regulations
 General and special orders
 Discipline and deportment
 Principles of beat patrol and observations
 Human relations
 Public relations
 Geography of the city, district, and beat
 Techniques of arrest, search and seizure
 Law of arrest, search and seizure
 Military drill
 Gymnasium and calisthenics
 Defensive driving

2. Advises, Directs and Gives Information to the General Public

Geography of the city, district and beat
 Departmental procedures in handling lost children
 Location and use of emergency health and medical facilities
 Human relations
 Public relations

3. Responds to and Handles Emergency Calls

Geography of the city, district and beat
 Care and operation of departmental equipment and vehicles

City and county ordinances
 Penal code
 Law of arrest, search and seizure
 First aid
 Lifesaving
 Departmental procedure in handling catastrophes, disasters, and fires
 Departmental procedure in handling juveniles and lost children
 Self defense
 Departmental procedure in handling sick, injured and insane persons
 Firearms
 Vehicle code
 City and county traffic ordinances
 Traffic accident procedures
 Gymnasium and calisthenics

4. Enforces State Laws, City and County Ordinances

City and county ordinances
 Law of arrest, search and seizure
 Law of evidence
 Criminal procedure
 Philosophy of law enforcement
 Civil rights (guarantees)
 Self-defense
 Firearms
 Juvenile law
 Traffic law

5. Makes Arrests and Searches

Penal code
 City and county ordinances
 Civil rights
 Techniques of arrest, search and seizure
 Departmental procedure in the transportation of prisoners
 Departmental procedure in stopping suspicious vehicles
 Departmental rules and regulations
 Law of arrest, search and seizure
 Law of evidence
 Self-defense
 Firearms
 Gymnasium and calisthenics

6. Investigates Citizens Complaints and Makes Preliminary Investigations of Major Crimes

Penal code
 City and county ordinances
 Laws of evidence, arrest, search and seizure

Civil rights

Departmental procedure relating to civil complaints, domestic complaints, mental illness, dog bite cases, ambulance reports, trespass complaints, prowler complaints, drunk and drunk driving complaints, and the like

Conduct preliminary investigations of auto thefts, burglaries, robberies, assaults, rapes and other sex crimes

Crime scene protection and investigation

Collection and preservation of physical evidence

Crime laboratory services

Scientific investigation techniques

Departmental records and forms

Report writing

Conduct field interrogations

Conduct general interrogations and interviews

7. Interrogates and Interviews Victims, Complaints, Witnesses and Suspects

Civil rights

Departmental procedure in taking statements, admissions and confessions

Field notetaking

Departmental records and forms

Report writing

Departmental rules and regulations

Penal code

Techniques of interviewing and interrogation

8. Makes Necessary Reports and Records

Organization and functions of the police records division

Departmental rules and regulations

Departmental reports, records and forms

Basic records procedures

Field notetaking and principles of report writing

9. Safeguarding Property

Organization and function of the police property section

Departmental procedure in handling lost, stolen and recovered property

Departmental procedure in handling of impounded vehicles

Departmental procedure in handling prisoner's property

Police duties at catastrophes, disasters and fires

Departmental procedure in protecting property at scenes of crimes, public gatherings and recreational facilities

10. Collects, Preserves and Safeguards Evidence

Patrolman's duties at crime scenes

Collection and preservation of physical evidence

Basic principles in scientific investigations

Laws of evidence, arrest, search and seizure

Principles of criminal identification

Principles of criminal investigation

11. Testifies in Court

Organization of State and local courts

Organization and functions of the coroner's office

Departmental rules and regulations

Criminal procedure

Jurisdiction and venue

Laws of evidence

Court demeanor and testimony

12. Regulates and Controls Traffic

General traffic procedure

Philosophy of traffic enforcement

Departmental procedure in handling traffic violators and traffic summonses

Traffic accident investigation

Traffic direction and control

Traffic engineering

Traffic safety education

Scientific techniques for drunk driver control

Traffic law

13. Cooperates with Other Police Units and Allied Agencies

Federal law enforcement agencies and principal areas of cooperation

Local law enforcement and principal areas of cooperation

State law enforcement agencies and principal areas of cooperation

Organization and administration of city government and of local allied public and private agencies

14. Operates and Cares for Departmental and Personal Equipment

Care and operation of departmental equipment, emergency equipment and weapons

Departmental rules and regulations

Traffic laws

Organization and functions of the police property room

Departmental procedure in purchasing equipment

15. Performs Miscellaneous Duties and Provides Services

Handling of bombs and explosives

Police procedures in emergencies, and disasters, strikes mobs, racial disturbances and the like

Election duties
Bicycles and taxicabs

16. Maintains a Professional Attitude

Philosophy of law enforcement
Police ethics
Career opportunities in law enforcement
Law enforcement as a profession
Civil rights
Departmental rules and regulations
Civil service rules and regulations
Discipline and deportment
Professional police associations
Police publications
Human relations
Police education programs
Public relations

While many of these skills and associated training requirements are relatively straightforward, others require an officer to make complex discretionary decisions. As a Presidential Commission noted:

Throughout the training program there must be frank recognition of the fact that policemen exercise broad discretionary power in enforcing the law. The maxim that police exercise no discretion but only enforce the law must give way before the blunt realities of the law enforcement process. One important test of a good recruit training program, therefore, is the extent to which it equips the recruit to exercise his discretion wisely when confronted with actual enforcement problems.

The concept of officer discretionary training is further complicated by the para-military organization structure of police agencies. A police department is a bureaucracy. The characteristics of this type of organization generally include:

A precise hierarchy of authority
A system of rules for dealing with all work activities
A detailed division of labor based on specializations
Established routines
Impersonality in human relations

This type of organization, while informally recognizing the need for discretion on the part of its officers, tends to ignore this reality in its formal pronouncements. Thus, prior training programs for police have appeared to rely heavily on meeting organizational as opposed to functional needs. In addition, as a bureaucracy, a police agency experiences a constant

growth in organizational size and number of activities performed.

This type of structure with its overhead, tight controls, impersonality and frequently outmoded rules and regulations imposes artificial constraints on the training process. This now brings us to the problem of career development for municipal police officers. With the background presented here, the next section will review the theory of career development and present a strategy for upgrading the training of municipal police officers in Connecticut.

5.3.2 Career Development

The formal definition of the term "career development" in the more structured public and private institutions is basically as follows¹⁴:

Career development consists of (a) identifying key managerial, professional and specialist positions in which the need for replacements can be reasonably anticipated in the next decade; (b) assessing present personnel to determine if persons of considerable potential as replacements are available; (c) determining what is required to develop that potential into high competence; and (d) marshalling the resources of management and personnel management to carry out the steps necessary to develop the competence in potential replacements so that there will be a constant supply available of highly competent manpower prepared to meet organizational needs.

This definition, while generally apt, requires considerable modifications for applicability to the needs of Connecticut municipal police agencies. First, local police agencies in Connecticut vary in size and form from several men to upwards of 500 sworn men. In the smaller departments, the definition is rather meaningless. Second, the multiplicity of requirements placed on police agencies requires generalists who are able to make the transition from one functional assignment to another without difficulty. Third, significant numbers of police officers are needed at the lowest level, in terms of status, in a police hierarchy, to deliver primary services to the public. However, the law, and advances in police science, place a continuing burden on this lowest level of police service to update their knowledge and performance. Thus, there is a two-pronged career

development need in the police field. The first level would concentrate on assuring that all police officers in the State of Connecticut are kept up-to-date on the latest professionally accepted standards of performance and knowledge. The second level of career development must assure that promising police managers and specialists are identified and developed to fill key police positions.

A review of the literature discloses a variety of approaches to this problem. Those departments that do have some form of continuing career development programs are generally the nation's largest. The Los Angeles Police Department provides a good example. In this agency, officers are required to return to the police academy one year after recruit training for a 40 to 80 hour refresher program. Between the third and fifth year, and between the seventh and fourteenth year, they must also attend a similar program. This is done in addition to roll call and specialized training programs. Also, each newly appointed sergeant, lieutenant, and captain must complete an advanced training course for his newly assigned duties. A command officer's school is also held for those appointees to the higher grades. The President's Commission on Law Enforcement and Administration of Justice recommended that:

Each state, therefore, should establish mandatory statewide standards which require that all personnel, prior to assuming supervisory or administrative responsibilities, complete advanced training offered either by the Department or by college or university institutions. Such training could include subjects in leadership, fiscal management, supervisory decision-making, and psychological aspects of supervision. Further, specialized training should be provided to personnel assuming responsibility for staff function such as planning and research and police/community relations.

These are sound recommendations for the Municipal Police Training Council to follow.

5.3.3 Career Progression Model

Municipal police departments are unique to other city governmental

units in many ways. The investment, in terms of administrative time and expenditures of funds in recruitment, selection and initial preparation (including training and close supervision) is very high. Similarly, the investment in equipment and the maintenance of a host of support services is extensive. Of corollary importance, the results and consequences of sub-standard performance by a police officer has grave and special implications for a community. In view of such unique characteristics, it is mandatory that the personnel resources of police agencies be managed at a much higher level of sophistication than other municipal departments. The analysis and evaluation of the existing professional development programs presented in earlier portions of this report amply illustrate the relative primitive state of police training and professional preparation in the state. This is particularly unfortunate since Connecticut and its municipalities have the resources, in both intellectual and financial terms, to escape the bonds of tradition and initiate the development of comprehensive career programs, not only to train officers more fully and effectively, but to maximize retention capability.

The American police service, in the aggregate, has been referring to itself as a profession with increasing frequency. There is no question that it is not so. It has lagged a significant distance behind other occupations which have had ambitions to become professional for a number of reasons:

- The reliance upon experience as the primary indicator of competence
- The insistence upon officers remaining in grade extraordinary lengths of time before permitting them to compete for positions of higher responsibility and authority
- The continued retention and utilization of an archaic, outmoded rank structure
- The retention of the erroneous assumption that a good police officer can be a competent supervisor or administrator

-The almost universal failure to prepare personnel for the assumption of supervisory, command and administrative positions

-The often unspoken but strongly held belief that higher education is not only of no value to a police officer, but detrimental to his capabilities to perform effectively

-The belief that future administrators must have entered the police service at the entrance level.

The most virulent obstruction to the more rapid professionalization of the police service is the enthronement of the concept that experience or seniority should be the sole determinant of promotability. The terms -- experience/seniority -- are very often used synonymously, although they have quite different meanings. Seniority is easy to determine; experience is very difficult to measure in quantitative and qualitative terms. In the first place it is unstructured, erratic and often unforeseen, and therefore cannot be forecasted. Of even more significance, there is no assurance that the recipient of any given experience has the capacity, interest or desire to evaluate and assimilate an experience as a learning phenomenon. It should be obvious that experience does not, in and of itself, prepare personnel for complex and intricate supervisory and managerial functions. Skills must be acquired in most instances; few are born with inherent managerial qualities. It is necessary therefore, that needed skills be obtained not only by taking advantage of routine experiences, but also by the systematic exposure to formalized training and educational programs over a period of time.

The rank structures utilized by most police departments have also been a detriment to accelerated professionalization. The acquisition of rank appears to be the sole indicator of professional competence and prestige. Since the literature is replete with the discussions of its evils -- both long and short range -- little will be said here except that it is not necessary for teachers, doctors, lawyers or architects to supervise or administer the activities of others to obtain professional

confidence and professional competence. Continued efforts should be exerted to extirpate such outmoded thinking from the police service.

In spite of the relatively slow rate of change, attitudes, and practices in absolute terms, observable progress has been made in some areas. Progressive chief administrators have been concerned about the lack of progress relative to professionalization and the sluggish rate of improvement. In the last ten years, particularly more interest has been shown in professional career development through:

- The reorganization of traditional police position classifications and promotional structures
- The encouragement of education
- The adoption of minimum standards
- The adoption of certification programs
- The permission of lateral entry into higher administrative positions, particularly by civilian specialists
- The creation of phased career development programs

Of the many significant activities performed by a police administrator, none is more important than motivating subordinates. One of the most effective methods in doing so is to create an administrative and operational environment which not only passively permits personal growth and development, but actively encourages it and establishes managerial mechanisms to assist personnel in improving particular skills. It is worth repeating that the demands upon administrative and supervisory staff require particular skills most often acquired through a formal education process which can then be more intelligently supplemented by experience.

Relatively few departments throughout the United States provide developmental opportunity to improve executive skills of command and administrative officers. In addition, there is a strong need to identify the position of a police officer as a professional one, and the need to emphasize the development of career positions at the operational level. One method of doing this is the adoption of educational incentive pay

plans which have taken root in quite a few agencies throughout the country.

There are a number of avenues through which a department administrator may continue to continue the development of police personnel. These approaches are several individual elements which may be combined into one major career development program for implementation in Connecticut police agencies. These are as follows:

5.3.3.1 Planned Rotation

Many agencies in the country rotate personnel and increase their knowledge of police procedures and policies beyond the patrol level. Relatively few, however, have created well-planned, closely monitored assignment systems to maximize the value of experience gained and thereby increase individual skills. Periodic rotation will also give officers the opportunity to assess and evaluate particular assignments they may wish to strive for on a permanent basis.

Such assignments should be made on a highly selective basis as a result of the close evaluation of individual achievement performance in permanent assignments and on personal interest, as well.

As a consequence, entrants to the police service do not have a clear perception of specific career objectives and opportunities and the skills which must be acquired to qualify them for particular assignments.

For the most part, the movement of officers from one assignment to another has been primarily determined by proximity to decision-makers, availability and quite often personal relationships. In addition, the methods of choosing (procedures employed in the selection) vary greatly from agency to agency and disturbingly often from organizational entity to entity within an agency. In summary, career structures are severely limited and movement patterns are unplanned and erratic. Since only

a small minority of police officers are promoted, it is necessary to develop career programs which will serve to motivate personnel.

5.3.3.2 Cadet Programs

A type of program which has been initiated in a significant number of police departments of all sizes in the United States is the employment of young persons with particular qualifications between the ages of 18 and 21 years. Since this age period is critical because of young persons, particularly those who do not choose to enter college (or prefer to wait) are searching for an occupation.

In most instances, they are lost to the police service because of most departments having established the age of 21 as the minimum entrance age.

The number of such programs has increased significantly in the last ten years. In those municipal agencies where the concept has not proven successful (i.e., a large loss ratio), fault more often than not lies in the unimaginative approaches taken by administrators in the management of the programs. Where they have failed, the principal causative factor has been the practice of assigning cadets to dull, repetitive and unchallenging duties requiring little initiative. Intelligent, ambitious young persons will not long perform such duties and will seek more challenging work elsewhere with more promising opportunities to utilize their talents.

It is important to emphasize that there must be a real intention to permit cadets to perform a large variety of interesting work. Such assignments should not be restricted to work of a clerical nature, but should include assignments to a number of functions such as the following:

- Communications
- Complaint reception
- Property control
- Records management
- Staff aides
- Personnel

- Training
- Research and development
- Community relations
- Finance administration

In time, cadets should be assigned to field operations activities under the supervision of selected field training officers. Actual on-the-job training can be obtained in this manner. Cadets could assist patrol and investigative officers in conducting many types of investigations.

5.3.3.3 Career-Path Phased Development

In any career development activity college training should play a major part. The purpose of developing a rational, attainable career-path program is to develop competent and technically capable administrators, commanders, supervisors, and specialists to serve in a variety of capacities who would eventually handle key assignments. The range and scope of the program will depend, obviously, upon the size of the department and availability of its human and material resources.

Table 5-1 represents a suggested plan. For purposes of convenience we have used traditional terms when referring to ranks or positions. The classification of senior police officer (or master police officer) should be awarded only after the attainment of 30 to 60 credits towards a baccalaureate degree in police administration, public administration, law sociology or some other discipline directly related to the broad field of law enforcement.

The suggested developmental scheme is a long-term program and will represent a substantial investment of resources in personnel improvement. Individuals will also be expected to expend a large amount of their time and energy in the process. The program represents a combination of education, training and the acquisition of on-the-job experience. As a result officers will become broadly diversified and should make outstanding contributions to the management of the agency. Obviously,

Table 5-1

Phase	Level	Position or Rank	Time Frame	Training	Education	Assignments
Basic	I	Police Officer	1 - 2 years	Academy Roll Call In-service refresher In-service advanced	Lower div. college	Patrol Special operations Traffic
Advanced Police Officer	II	Police Officer Senior Police Officer Master Police Officer	2 - 3 years	Roll Call In-service refresher In-service advanced Pre supervisory Outside seminars institutes short courses	Continued lower div. college Begin upper div. college	Patrol Special operations Traffic Vice Control Investigation Assignment to administrative function based on demonstrated ability
Broadening	III	Police Officer Senior Police Officer Master Police Officer Sergeant	3 - 5 years	Roll Call In-service advanced In-service specialized In-service refresher Supervisory & pre supervisory outside of all types	Continue upper div. college	Assignments to three major functional areas: patrol, traffic, criminal investigation Periodic rotation to special areas Supervisory for sgts.
Developmental	IV	Master Police Officer Sergeant Lieutenant Captain	5 - 10 years	Same as above In-service should include presentations related to command & supervisory depending on rank Outside special courses including National Academy, Northwestern Univ. Traffic Inst. & Southern Police Inst.	Continue college program to achieve BA degree	Responsible non supervisory assignments at the police officer level Assignment to supervisory and command positions Periodic rotation to widen experience & improve skills
Advanced Supervisory & Command	V	Lieutenant, Captain Higher ranks	7 - 15 years	Refresher command seminars & conferences Attendance at National Academy & other programs as above	Graduate work at college level	Rotation among major administrative and operational posts

many will drop out of each phase because of a variety of reasons.

The most expensive portions will be available to relatively few members of each agency.

This is an ambitious program and may, at least for the moment, appear to be unrealistic. However, it is not beyond the reach of many agencies in the state -- even the smaller ones. Implementation will obviously take time, resources and planning efforts.

In summary, it should be stated that, a police administrator must make three basic responsibilities relative to personnel development.

These are:

- (1) Select the most qualified persons available for entry to the police service.
- (2) Prepare them to conduct primary law enforcement activities as effectively and efficiently as possible within the constraints inherent, implied and stated within a democratic system.
- (3) Develop them for the assumption of positions of higher authority and wider responsibility.

The mechanisms to accomplish the first two objectives usually exist in one form or another in varying degrees of sophistication even in police agencies with primitive administrative systems. However, the existence of career development programs are limited. The career development program outlined above is a reasonable approach to achieve true career development.

Numerous studies conducted in recent years have shown that the vast majority of American police departments have neglected to:

- Provide career orientation
- Develop clearly delineated career paths or channels
- Lack of information relative to the need for certain skills
- Identify the expanded role of the police function and therefore have failed to track changing requirements.

Based on those needs, and also relying heavily on the field survey, PRC/PMS recommends that MPTC give serious consideration to programs which will promote career development goals and objectives. The following suggestions are offered (many reinforce those contained in Section 4.5 above):

(1) Recruit Training. The consensus opinion of police administrators contacted in the survey was that, from a total perspective, the MPTC Recruit School satisfies the basic goal of familiarization and instruction in police operations. However, there is considerable desire on the part of the majority of respondents that the course be expanded and lengthened to at least 320 to 400 hours. Specific suggestions include the development of a field training exercise, expanded physical training, improved human relations training and the inclusion of innovative teaching techniques such as case study, role playing and the like.

(2) In-service Training. It was clearly evident with several notable exceptions, that local Connecticut police agencies do not have a basic grasp of what in-service training should embody. This situation is rather widespread and overcoming the apathy of many agencies will be absolutely necessary.

Therefore, it is recommended that the MPTC adopt strict standards in establishing statewide in-service training for police officers. (This may require legislative action and will be discussed in more detail elsewhere.) To accomplish this the MPTC should develop, contract for or offer the following in-service training courses:

--Police Refresher Course. This course would emphasize a re-assimilation of basic training and would bring the officer up-to-date on changes in the law, advanced police practices, etc.

--Middle Management (Supervisory) Course. This course would relate

affirmative ideas in motivating and managing police personnel. The primary emphasis of the course should be on human and organizational relationships; newly appointed supervisory personnel should be the primary target population.

--Administrative Management Course. This course would relate basic concepts in organizational development and management. Basic emphasis would be on decision-making, policy planning, program evaluation, budgeting and finance and resource allocation.

(3) Specialized Programs. Ostensibly, there is an abundance of specialized training programs available to Connecticut police officers. However, these programs are basically unstandardized, and have given rise to several problem areas: (a) the courses are not coordinated; (b) the courses are not always publicized. As a minimum, the MPTC should act as the primary coordinating body for such programs. More specifically, the MPTC should assure that the following courses are offered:

--Criminal Investigation Course. This should be a course for all personnel assigned to the criminal investigation function. The course should be offered at least once per year.

--Police Traffic Specialist Course. This should be a course for all personnel assigned to a supervisory or command position dealing with police traffic supervision. It should be offered at least once per year.

--Police Planner Course. This course should be offered at least once per year to police officers with staff planning functions. It should be designed to cover basic planning concepts including survey sampling, crime analysis, basic statistics, etc.

(4) Statewide Standards. After reviewing all available evidence, certain facts become clear. First, the MPTC must commit itself to the establishment of mandatory selection standards for police officers if career development and police professionalism is to become a reality.

--Within the next two years, police departments must establish basic educational standards for police officers. Initially, the standard should be a high school diploma or GED equivalent. Within five years the standard should be raised to one year of college; within ten years, the standard should be raised to two years of college and should remain at that level until conditions change.

--It is felt that a monetary incentive program for education and/or professional development must become standardized. Funding for this incentive should come from the State.

(5) Summary. In summary, the MPTC role in the recommended career development program is as follows:

(a) The MPTC sets training standards as described herein and works to obtain legislative action on this program.

(b) MPTC offers, or contracts with other agencies to offer, all required training courses.

(c) MPTC acts as a statewide training records repository and coordinating agency.

5.4 Estimating the Number of Municipal Police Officers to be Trained by the MPTC Between 1973 and 1983

5.4.1 Purpose and Scope

The purpose of this sub-section is to develop an estimate of the number of municipal police officers in the State of Connecticut who will require some form of training during the period of 1973 to 1983. The place to begin the development of such an estimate is to first review simply what we do know about past and present levels of police manpower in the State of Connecticut.

The most reliable source of police manpower data are the reports published by the Connecticut Public Expenditures Council, Inc. (CPEC). This organization publishes a biennial summary of full-time police per-

sonnel in Connecticut, together with other data relating to salaries, hours, vacations, pensions and other benefits. The last issue of this report was published in 1972. Data covering the years 1972-1973 will not be available for public release by the CPEC until late Fall of 1973.

Other potential data sources were examined for relevance in the development of police manpower estimates. The manpower data available from the Connecticut Planning Committee on Criminal Administration was found to have certain uses, but it lacked the historical quality of the CPEC data, since the CPCA only began operations in 1968. Uniform Crime Report statistics were also examined, but were found to be somewhat incomplete and, in any event, duplicated CPEC data. In addition, PRC/PMS staff collected all graduation statistics on recruits trained by the Connecticut Chiefs of Police Academy and the MPTC for the years 1966 to 1972 inclusive. The statistics were compiled by the laborious process of going through graduation lists.

Development of an additional data base through the PRC/PMS field survey was also attempted. This attempt was not successful. Each chief interviewed by the field staff was asked to project recruit attendance at the MPTC over the next five years. With only one or two exceptions, the chiefs were unable to give us precise figures because of the many variables involved -- the number of men retiring, terminations, budget problems, turnover, etc. The data produced in these interviews were so ambiguous and inadequate that we were forced to discard this approach.

The remainder of this section is structured as follows: The next sub-section presents existing police manpower figures derived from the CPEC reports encompassing the years of 1965 to 1971 (the latest figures available). These data are broken down by rank and department size. The data are examined in a number of ways to develop preliminary projections.

MUNICIPAL POLICE MANPOWER AND FORCE COMPOSITION FOR 1965, 1967, 1969 and 1971.
 (Source: Connecticut Public Expenditure Council, Inc.)

	Number of Depts.	Chief	Ass't/ Deputy Chief	Captain	Lieut.	Sgt.	Det. Sgt.	Detective	Patrolmen	Supernumeraries	
1965											
100,000 and over	5	5	3	39	78	150	4	110	1175	161	3904
50-99,999	7	7	4	26	34	57	14	45	515	149	
25-49,999	17	17	10	27	54	104	18	33	621	245	
10-24,999	34	29	10	12	24	88	12	12	416	521	
5- 9,999	18	14	1	1	2	18	2	2	85	153	
Under 5,000	7	6	1	-	-	2	-	-	17	29	
	<u>88</u>	<u>78</u>	<u>29</u>	<u>105</u>	<u>192</u>	<u>419</u>	<u>50</u>	<u>202</u>	<u>2829</u>	<u>(1258)</u>	
1967											
100,000 and over	5	5	2	43	77	149	7	107	1176	50	4111
50-99,999	8	8	6	26	45	64	15	53	574	190	
25-49,999	18	18	10	29	62	110	19	36	653	379	
10-24,999	35	29	8	14	38	94	17	17	440	517	
5- 9,999	23	14	1	1	3	20	4	2	99	359	
Under 5,000	5	3	-	-	-	2	-	-	11	29	
	<u>94</u>	<u>77</u>	<u>27</u>	<u>113</u>	<u>225</u>	<u>439</u>	<u>62</u>	<u>215</u>	<u>2953</u>	<u>(1524)</u>	
1969											
100,000 and over	5	5	6	39	70	152	25	159	1257	250	4574
50-99,999	9	9	6	29	50	85	16	72	646	231	
25-49,999	17	17	7	31	65	106	21	39	683	269	
10-24,999	41	35	10	17	56	113	14	30	541	550	
5- 9,999	19	14	1	1	4	21	3	7	91	164	
Under 5,000	3	2	-	-	-	-	-	-	1	-	
Boroughs	4	4	-	-	-	2	-	-	12	31	
	<u>98</u>	<u>86</u>	<u>30</u>	<u>117</u>	<u>245</u>	<u>479</u>	<u>79</u>	<u>307</u>	<u>3231</u>	<u>(1495)</u>	
1971											
75,000 and over	7	7	8	51	101	217	11	220	1526	45	5019
40-74,999	14	14	10	34	80	116	29	86	865	287	
25-39,999	13	13	4	16	49	73	8	19	431	272	
15-24,999	21	19	5	14	36	73	14	28	340	327	
8-14,999	27	23	2	5	19	65	10	17	274	314	
3.5-7,999	13	8	1	-	2	8	-	-	49	64	
under 3.5k	2	2	-	-	-	-	-	-	-	5	
Boroughs	4	4	-	-	-	2	-	-	11	27	
	<u>101</u>	<u>90</u>	<u>30</u>	<u>120</u>	<u>287</u>	<u>554</u>	<u>72</u>	<u>370</u>	<u>3496</u>	<u>(1341)</u>	

Later sections review related factors and present initial findings.

5.4.2 Present and Projected Force Composition

Table 5-2 presents summary data from CPEC surveys. These data show that, as of 1971, there were 5,019 full-time police officers in Connecticut.

In 1965, the CPEC survey indicated a total of 3,890 full-time municipal police officers in the state. Thus, in seven years, the total full-time municipal police manpower pool increased by 1,129 men or roughly 29 percent.

At of 1971, the basic rank composition of the Connecticut Municipal Police Force was as depicted in Table 5-3.

Table 5-3. 1971 Municipal Police Rank Structure

Rank	Number	Percent
Chief	90	1.8
Assistant Chief	30	.5
Captain	120	2.4
Lieutenant	287	5.7
Sergeant	554	11.0
Detective Sergeant	72	1.4
Detective	370	7.4
Patrol Officer	3496	69.7
TOTAL	5019	100.0

What this table basically indicates are the rough probabilities that, given the validity of the data base, any given individual entering the police service has of attaining a given rank. In other words, roughly 70 out of every 100 recruits will complete their careers at the same rank. By way of contrast, two out of every 100 recruits will ever become chiefs of police. The other rank-attainment probabilities will vary as indicated in Table 5-3.

Initially, we want to look at what departments the MPTC (and the Connecticut Chiefs Academy) have served in the past. Table 5-4 shows MPTC recruit production training from 1966 to 1972, on the basis of

Table 5-4
Connecticut MPTC and Connecticut Chiefs of Police Academy Graduates by Department 1966-1972

	1972	1971	1970	1969	1968	1967	1966	TOTAL
Ansonia	3	1	9	3	2	8	-	26
Avon	4	2	3	3	1	2	3	18
Bethel	3	-	-	5	4	3	1	16
Bloomfield	6	2	7	6	2	1	1	25
Branford	5	1	4	-	1	-	1	12
Bridgeport	-	-	-	-	3	7	-	10
Bristol	8	5	7	7	5	6	2	40
Brookfield	2	-	1	-	-	-	1	4
Canton	1	2	-	-	1	-	-	4
Cheshire	-	1	2	4	4	1	2	14
Clinton	-	1	2	-	3	1	-	7
Coventry	1	-	1	3	-	-	-	5
Danbury	6	9	3	8	18	5	2	51
Danielson	1	1	2	-	-	1	1	6
Darien	-	3	2	2	-	5	4	16
Derby	-	-	1	2	2	4	-	9
East Hampton	3	-	1	-	2	1	-	7
East Hartford	6	5	9	4	8	4	6	42
East Haven	2	2	3	3	3	3	6	22
East Lyme	-	-	-	-	-	-	1	1
Easton	-	-	-	-	-	-	-	0
Enfield	11	8	2	4	9	4	2	40
Essex	-	-	-	-	-	-	-	0
Fairfield	4	9	5	10	5	7	4	44
Farmington	1	2	3	1	7	3	3	20
Berlin	2	3	1	4	5	4	-	19
Glastonbury	4	2	5	2	1	3	2	19
Granby	1	1	2	-	1	-	1	6
Greenwich	6	11	-	11	10	3	10	51
Groton (Town)	2	3	3	3	4	3	3	21
Groton (City)	1	-	-	2	6	1	5	15
Groton Long Point	-	-	-	-	-	-	-	0
Guilford	3	2	4	1	4	1	2	17
Hamden	-	14	7	5	2	9	-	37
Hartford	-	-	-	-	-	-	-	0
Jewett City	-	-	-	-	-	-	-	0
Ledyard	1	-	-	-	-	-	-	1
Madison	-	-	4	4	3	2	5	18
Manchester	8	-	-	-	8	-	3	19
Mansfield	-	-	-	-	-	-	-	0
Meriden	4	5	9	6	8	5	2	39
Middlebury	3	-	-	-	-	-	-	3
Middletown	4	6	12	-	4	-	7	33
Milford	5	2	4	9	5	2	2	29
Monroe	2	-	-	-	1	-	1	4
Montville	-	1	2	-	-	-	-	3
Naugatuck	-	4	2	4	3	1	3	17
New Britain	-	-	6	10	12	-	8	36
New Canaan	-	2	-	2	3	2	1	10
New Fairfield	1	-	-	-	1	-	-	2
New Haven	-	-	-	-	-	-	-	-
Newington	1	-	-	3	2	7	2	15

Table 5-4, Pg. 2

5-44a

	1972	1971	1970	1969	1968	1967	1966	TOTAL
New London	5	-	-	2	6	4	3	20
New Milford	2	5	8	1	1	2	3	22
Newtown	4	2	-	1	5	1	2	15
North Branford	1	5	4	-	-	-	-	10
North Canaan	-	-	-	-	-	-	-	0
North Haven	2	1	3	2	-	1	2	11
Norwalk	11	6	5	4	7	11	6	50
Norwich	14	6	6	2	2	7	5	42
Old Saybrook	4	2	4	2	2	3	5	22
Orange	2	-	1	-	-	2	1	6
Plainfield	-	-	-	-	-	-	-	0
Plainville	3	2	1	2	1	-	-	9
Plymouth	-	-	-	-	-	-	-	0
Putnam	3	1	2	-	-	1	-	7
Redding	-	-	-	-	1	1	-	2
Ridgefield	3	2	4	2	4	2	4	21
Rocky Hill	5	-	1	2	1	2	-	11
Seymour	2	2	3	1	-	1	3	12
Shelton	4	1	3	-	3	2	4	17
Simsbury	-	1	6	3	2	2	3	17
Southington	-	3	2	4	4	2	5	20
South Windsor	-	-	-	3	1	3	1	8
Sprague	-	-	-	-	-	-	-	0
Stamford	9	14	-	7	13	12	13	68
Stonington	-	-	2	-	2	1	3	8
Stafford Springs	1	-	-	1	-	-	-	2
Stratford	-	2	2	5	10	-	7	26
Storrs	-	-	-	1	1	-	-	2
Suffield	-	-	-	-	-	-	-	0
Thomaston	1	1	-	2	-	1	-	5
Torrington	7	3	6	4	7	3	4	34
Trumbull	4	1	-	7	3	4	11	30
Vernon	4	4	2	2	4	1	-	17
Wallingford	1	7	4	4	6	2	4	28
Waterbury	8	13	24	16	9	14	-	84
Waterford	5	1	6	3	3	3	2	23
Watertown	-	3	7	3	2	-	2	17
West Hartford	2	8	8	6	3	14	9	50
West Haven	5	2	12	9	-	4	-	32
Weston	-	-	-	-	-	-	-	0
Westport	9	6	-	3	3	2	3	26
Wethersfield	2	3	10	5	4	4	1	29
Willimantic	8	5	7	1	5	2	1	29
Wilton	4	5	3	6	3	2	1	24
Winchester	-	-	-	-	-	-	-	0
Windsor	2	2	4	6	6	3	3	26
Windsor Locks	-	1	5	5	2	-	2	15
Winsted	3	2	6	3	1	4	-	19
Wolcott	1	1	2	-	2	2	-	8
Woodbridge	2	-	2	2	2	1	1	10
Woodbury	-	-	-	-	1	-	-	1
UCONN	16	7	7	5	-	3	2	34

CONTINUED

2 OF 4

Table 5-5. Connecticut Municipal Police Patrolmen: Actual - 1965-1971 With Projections to 1983*

	1965	1967	1969	1971	2-year project	1973	1975	1977	1979	1981	1983
Patrolmen	2829	2953	3231	3496	222	3718	3940	4162	4384	4606	4828
Less Htd., Bgpt. and New Haven	841	850	891	946	42	988	1030	1072	1114	1156	1198
Total	1988	2103	2340	2550	---	2730	2910	3090	3270	2450	3630

Source: 1965-1971 CPEC

5-45

Table Connecticut Municipal Police Manpower -- Actual 1965, 1967, 1969, 1971 and Projections to 1983.

Force Composition	1965	1967	1969	1971	2-year project	1973	1975	1977	1979	1981	1983
Captain & Above	198	217 19*	233 16	240 7	11	251	262	273	284	295	306
Lieutenant	192	225 33	245 20	287 42	30	371	347	377	407	437	467
Sergeant	419	439 20	479 40	554 75	40	598	642	686	730	774	818
Det. Sgt./Det.	252	277 25	386 109	442 56	60	502	562	622	682	742	802
Patrolmen	2829	2953 124	3231 278	3496 265	222	3718	3940	4162	4384	4606	4828
TOTAL	3890	4111 221	4574 463	5019 445	---	5440	5753	6120	6487	6854	7221

*Increase over the preceding period

Source: 1965 - 1971, CPEC

graduation lists supplied by MPTC.

By way of summary, these statistics show that statewide police recruit training was provided to (1) 212 recruits in 1966; (2) 238 in 1967; (3) 295 in 1968; (4) 268 in 1969; (5) 300 in 1970; (6) 240 in 1971; and (7) 274 in 1972. Thus, during this 7-year period, a total of 827 received basic recruit training. This averages out to 261 trainees per year. Assuming that MPTC is operative 12 months out of the year, these statistics show that the average training group will consist of roughly 20 recruits per class. More realistically, however, the MPTC has only been able to accomodate 10 classes per year -- an average of 25.5 officers per class.

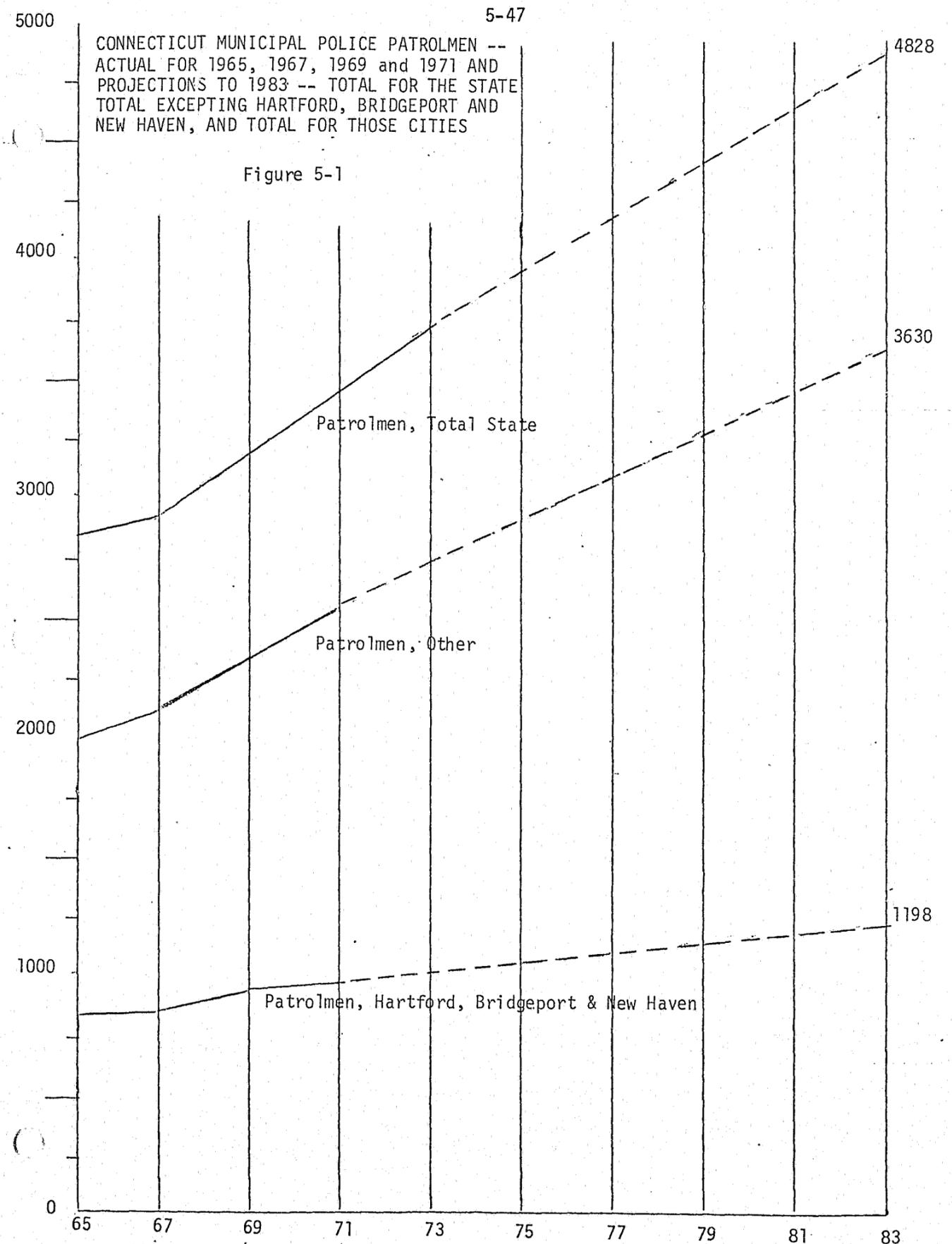
Next we will look at recorded increases in police manpower from the CPEC statistical data to obtain our initial projections. Table 5-5 depicts changes in the size of the municipal police forces in Connecticut during the period of 1965 to 1971. This table also accounts for that portion of police manpower belonging to the three departments that provide their own training. Based on these average increase values, the number of municipal patrolmen is projected to 1983.

Overall force composition projections were developed in a similar manner. In brief, using 1965-1971 CPEC data as a base, municipal police manpower and force composition were projected through 1983 -- using basic straight line projection techniques modified by experience and reasonableness. The results of this calculation is presented in Table 5-6.

Figures 5-1 and 5-2 show this police force composition data in graphic form. Cost estimates have been constructed on these manpower and force composition projections.

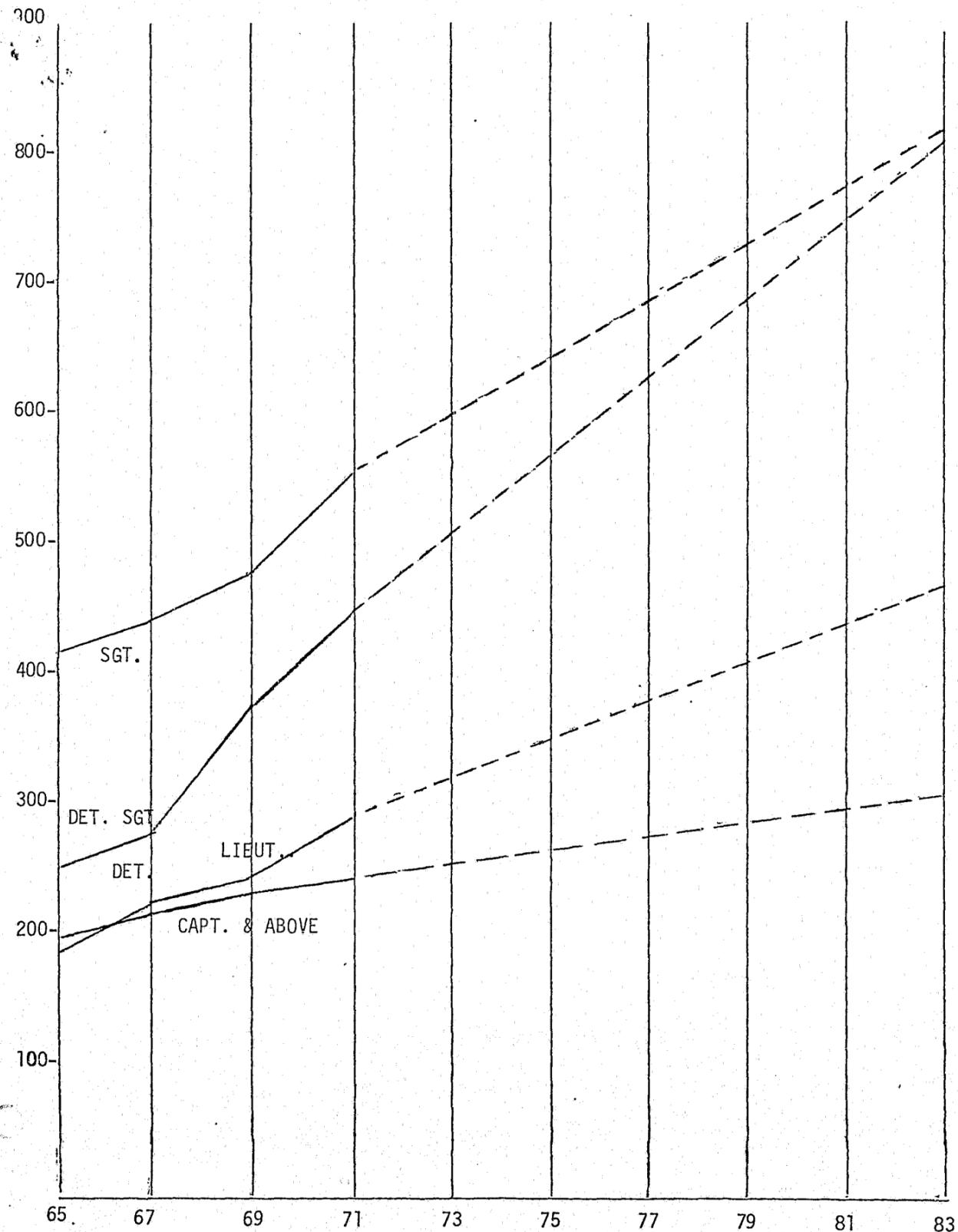
5.4.3 Recruit Training Projections

On the basis of the data presented above, it is possible to make



5-48
 CONNECTICUT MUNICIPAL POLICE MANPOWER EXCEPTING PATROLMEN
 ACTUAL FOR 1965, 1967, 1969 and 1971 AND PROJECTIONS TO 1983

Figure 5-2



projections about recruit training needs.

The data reveal that there will be a base of 222 recruits to be trained every two years. However, on the basis of the number of recruits trained by the MPTC (as per Table 5-4) from 1966 to 1972 -- an average of 255 per year -- it is apparent that the numbers far exceed the annual rate of 111 new recruits indicated by the CPEC data. The difference, of course, is turnover. The term "turnover" refers to retirements, resignations, medical terminations, deaths and other terminations.

Taking patrolmen data for 1965, 1967, 1969 and 1971 (less Hartford, New Haven and Bridgeport), an attempt has been made to estimate average turnover for all other municipal departments. The calculation follows (again, excluding Hartford, New Haven and Bridgeport):

(1) Real Increase in Patrolmen

$$\frac{1967}{1965} = 115 \quad \frac{1969}{1967} = 237 \quad \frac{1971}{1969} = 210$$

(2) These Average as Follows:

$$\frac{1966}{57} \quad \frac{1967}{57} \quad \frac{1968}{118} \quad \frac{1969}{118} \quad \frac{1970}{105} \quad \frac{1971}{105}$$

(3) MPTC Graduates for Same Years

$$\frac{1966}{235} \quad \frac{1967}{295} \quad \frac{1968}{263} \quad \frac{1969}{293} \quad \frac{1970}{233} \quad \frac{1971}{258}$$

(4) Total of (3) less (2)

$$\frac{1966}{178} \quad \frac{1967}{238} \quad \frac{1968}{145} \quad \frac{1969}{175} \quad \frac{1970}{128} \quad \frac{1971}{153}$$

(these are approximate "turnovers")

(5) On the basis of available data, it appears that patrol officer turnover averages out to roughly 6.0 to 6.5 percent per annum.

Thus, we know from our CPEC data analysis that roughly 90 "new" MPTC-Academy eligible patrolmen jobs (total of 111 overall jobs minus 21 Hartford, New Haven and Bridgeport) are created in Connecticut every year. To this number, we must add the turnover rate. Using the 1971 figure of

2,550 patrol officers served directly by MPTC and applying a 6.25 percent annual turnover rate to this figure produces a turnover of 159 positions. Adding the 90 new jobs to the 159 turnover positions produces an MPTC-eligible trainee total of 249 recruits for 1972. This figure assumes that the backlog of trainees created by the Mandatory Training Act has been resolved. Therefore, using the reasoning above for projections of MPTC recruits to be trained over the period 1973-1983 produces the figures in Table 5-7.

These figures, of course, do not include any provision for the training of constables, supernumeraries, housing authority, university or anyone but full-time sworn municipal police personnel. If we assume, that MPTC will train approximately 30 other police officers per annum, then the above figures should be increased by 30 per year or 330 over the period 1973-1983. The result is shown in Table 5-8.

5.4.4 Other Training Need Projections

Other uses of the data presented here are less complex. For example, in-service training for municipal police officers served by the MPTC can be estimated by rank using Table 5-6. Investigative, supervisory, middle management and executive level training can also be estimated using the same table.

5.5 Future Activities and Needs -- A Summary Statement

The first two sub-sections (5.1 and 5.2) contained several significant findings and forecasts which are worth emphasis:

--Increased mobility of persons, the temporariness of their interpersonal relations, and weakening of the traditional family or community sanctions will call for increased levels of formal controls; most of these formal controls will require actions on the part of persons or agencies vested with "police powers."

Table 5-7. Estimated Number of Police Recruits to be Trained at MPTC 1973-1983.

Year	1973	1974	1975	1976	1977	1978	1979	1980	1981	1982	1983	TOTAL
Manpower Base	2730	2820	2910	3000	3090	3180	3270	3360	3450	3540	3630	44---
Est. New Trainees	90	90	90	90	90	90	90	90	90	90	90	990
Est. Turn-over Jobs	171	176	182	188	193	199	204	210	216	221	227	2187
Total Recruits	261	266	272	278	283	289	294	300	306	311	317	3177

Table 5-8. Estimated Number of Recruits to be Trained at MPTC 1973-1983

	1973	1974	1975	1976	1977	1978	1979	1980	1981	1982	1983
Police Recruits	261	266	272	278	283	289	294	300	306	311	317
Others	30	30	30	30	30	30	30	30	30	30	30
Total	291	296	302	308	313	319	324	330	336	341	

--The changing character of the core city and the concomitant need for more police services, citizen participation, "radical non-intervention" and police/middle class hostility forecast increasing pressures on police management to alter operations and managerial style. There will be similar pressures on the average patrolman to conform to new, developing social norms and trends.

--Similarly, there are many forces within the police organization which may cause disruptions: unionization versus professionalization, conflict over managerial styles (the open versus the closed organization) etc.

--Technological change within and without the organization and especially new attitudes about crime and the role of the criminal justice system lend evidence to changes in the complexity of the police task and role evolution.

--Introductory materials presented with the ABA standards echo the changing role of the police, the importance of police discretion (which is imparted largely by education and training), and the polarization of the police in our society.

--The ABA standards themselves speak to several overriding considerations -- the rule of law, protection of individual rights and freedoms, and the preservation of democratic processes; the police role in each is critical.

--The several excerpts from the National Advisory Commission's report further emphasize the complexity of the police task and the need for community/police mutual understanding. (The role of training is a significant element in creating a proper climate for understanding and communications.)

--Career development, similar to the program laid out in subsection 5.3, can provide a means for personal and professional growth to meet

the challenges of the future society.

--It should be emphasized that a career development program as laid out in sub-section 5.3 represents a significant first step in that direction.

1. Sorrel Wildhorn: Research on New York City Police Problems, Rand Corp., New York City, 1968.
2. James Q. Wilson: Varieties of Police Behavior, MIT Press, Mass., 1969.
3. John Skelly: Portrait of a Precinct Masters Thesis, John Jay College of Criminal Justice, New York City, New York, 1970.
4. Albert Reiss: Police and the Public, New York, 1972.
5. James Sterling: Changes in Role Concepts of Police Officers, IACP, Washington, D.C., 1972.
6. M. Baehr, J. Furcon, et.al.: Psychological Assessment of Patrolman Qualifications in Relation to Field Performance, Industrial Relations Center, Univ. of Chicago, Chicago, Ill., 1968.
7. R. D. Smith and D. Espie: The Police Traffic Function, IACP, Washington, D.C., 1970.
8. E. Fennessy, M. Orr, B. Goldstein and H. Peckham: A Study of Resource Allocation in Three Municipal Police Departments, Travelers Research Corp., Hartford, Conn., 1969.
9. A. Niederhoffer: Behind the Shield, Garden City, New Jersey, 1967.
10. J. Skolnick: Justice Without Trial, New York, 1966.
11. Op. cit., Baehr, et.al., p. 9.
12. A. Gammage: Police Training in the United States, C. Thomas, Springfield, Ill, 1965.
13. President's Commission on Law Enforcement and Administration of Justice: The Challenge of Crime in a Democratic Society, U.S.G.P.O., Washington, D.C., 1967.
14. PRC/PMS Internal Working Document on Career Development -- developed during a prior contract for the Los Angeles Police Department.

6.0 THE MPTC: ITS ORGANIZATION, MISSION AND OPERATIONS

[This section is an edited version of a report to the Council in early September, 1973. On the basis of this and a subsequent report, alternatives were formulated and decisions were presented to the Council for their deliberation.

The alternatives are discussed in the next section (7.0). Principal funding, conclusions and recommendations are included as Section 8.0.

This section is being presented as it was written (for the most part) to allow the reader to follow the decision-making process.]

6.1 Introduction

The purpose of this section is to review the mission, organizational structure and operational procedures of Connecticut's Municipal Police Training Academy (MPTC). The underlying intent of this section is not to offer unwarranted criticism of what PRC/PMS staff regards as a well-managed and efficient police training agency. Instead, the MPTC will soon be faced with expanded responsibilities to provide a broader range and variety of law enforcement training services to municipal police agencies. Thus, the objective of this analysis will be to identify those legislative, organizational or procedural constraints that should be modified to enable the MPTC to effectively respond to its expanded scope of responsibilities.

This review is not a typical management survey because the MPTC is not a "typical" organization. The concept of state-level responsibility for the training of municipal police officers is relatively new. As noted earlier, the first such organizations were only created in 1959 (New York and California), and Connecticut's MPTC was legislatively established in 1965. While most states have now adopted this concept, none can be offered as a "model" of what a municipal police training organization should look like. Each state has such a different set of demographic

characteristics, state laws, political realities and police training needs; comparisons with other organizational formats borders on the ridiculous. Connecticut is a unique state and the long and complex path of the MPTC is equally unique. Thus, while there are certain relatively universal management concepts that apply to any organization, we want to strongly emphasize that the unique nature of the MPTC requires a unique treatment.

Before beginning this review, we would definitely be remiss if we did not take note of the major contributions of all of those individuals concerned with upgrading the police field who worked long and hard to make the MPTC a reality. This comment applies to those enlightened chiefs of police and others from related fields who championed and fought the legislative battles to bring the organization into existence. Praise should be extended with equal vigor to the former Executive Director, Mr. James Herlihy; the present Director, Mr. Richard P. Hannon, and the staff instructors who worked to make the concept a reality. The Director and his staff are doing an outstanding job of fulfilling their legislative mandate, as well as being responsive to control of the Council itself. These are not meant as gratuitous comments -- the PRC/PMS study team was genuinely impressed by the extraordinary dedication, motivation and basic idealism underlying the work of the MPTC staff in their efforts to prepare young men and women to effectively serve the public as law enforcement officers.

6.2 Organization and Mission of the Council

In the course of its examination, the PRC/PMS study team centered attention on several key areas. Observations are followed by recommendations.

6.2.1 Council Composition

The Municipal Police Training Council was legislatively established in 1965 with the passage of Public Act 575. The MPTC is organized as an appointive council of ten members selected by the Governor with the Commissioner of the State Police and the F.B.I. Special Agent in Charge of Connecticut as ex-officio members. Eight of the Governor's appointees must be chiefs of police. The size of the Council is comparable to that of similar councils in other states which range from a low of three to a high of 17 members.

While a manageable size, the MPTC's membership seems to be overloaded in favor of local police chiefs, many of whom are from small and medium-sized departments. Of twelve members, eight are local chiefs and only two are from outside the law enforcement field, e.g., the chief executive officer of a town or city and a member of the University of Connecticut faculty. Other states appear to have more broadly based councils.

The membership of councils in other states appears to be designed to assure that varied viewpoints will be brought to bear on police training needs in an attempt to overcome the pitfalls of further isolating the police from the mainstream of social and technical developments. California, for example, requires that four of its nine members of its Commission on Peace Officer Standards and Training (POST) be elected or appointed local chief executives. Indiana has a 14-member Law Enforcement Training Board of which only five members are chiefs of police. Other members include a prosecutor; a doctor; a journalist; an educator; two representatives of business and labor; and a representative of the Indiana Municipal League.

--RECOMMENDATION. While it would probably be advisable to retain a majority membership of chiefs of police, it is recommended that the membership of the Council be broadened. Specific types of people to be

added to the Council should include: (1) an educator representing police programs in a two or four year college; and (2) a director of training from a major Connecticut industry or private enterprise with an on-going training activity under his direction. Furthermore, chiefs of police should be chosen from a set of population ranges, e.g., two from towns in excess of 75,000; two from towns with populations from 40,000 to 74,999; two from 25,000 to 39,999 and two from less than 25,000.

These recommendations would require a change in the enabling legislation.

6.2.2 Powers of the Council -- Standards and Sanctions

The scope of MPTC responsibilities also merits discussion. Section 7-294e of the Connecticut General Statutes states that to be eligible for permanent appointment to a police department, a probationary officer must complete a minimum basic training course within one year of his appointment. More specifically, Section 7-294e of the Act states that:

"...no person shall, after October 1, 1966, receive an original appointment on a permanent basis as a police officer of any municipality unless such person has previously been awarded a certificate by the Council attesting to his satisfactory completion of an approved municipal police basic training program..."

To implement the intent of the Act, the legislature set forth the general powers of the MPTC as follows:

(a) To approve, or revoke, the approval of any police basic recruit training school conducted by a municipality and to issue certificates of approval to such schools and to revoke such certificates of approval;

(b) To set the minimum courses of study and attendance required and the equipment and facilities to be required of approved municipal police training schools;

(c) To set the minimum qualifications for instructors at approved municipal police training schools, to certify, as qualified, instructors at approved municipal police training schools and to issue appropriate certificates to such instructors;

(d) To set the requirements of minimum basic training which police officers appointed to probationary terms shall complete before being eligible for permanent appointment, such minimum basic training to be

completed within one year following the appointment to the probationary term, unless the candidate is granted additional time to complete his training by said Council;

(e) To set the requirements of a minimum basic training which police officers not appointed for probationary terms but appointed on other than a permanent basis shall complete in order to be eligible for continued employment or permanent appointment, and the time within which such basic training shall be completed following such appointment on a non-permanent basis;

(f) To certify police officers who have satisfactorily completed basic recruit training programs and to issue appropriate certificates to such police officers;

(g) To recommend categories or classifications of advanced in-service training programs and minimum course of study and attendance requirements with respect to such categories or classifications;

(h) To visit and inspect municipal police basic training schools and to inspect each school at least once a year;

(i) To consult with and cooperate with departments and agencies of this state and other states and the Federal government concerned with police training;

(j) To employ an Executive Director and other such personnel as may be necessary in the performance of its functions;

(k) To perform such other acts as may be necessary and appropriate to carry out the functions of the Council as set forth in Sections 7-294a to 7-294e inclusive.

The initial Act has received some minor amendments since passage in 1965. A 1969 amendment (P.A. 684) inserted in the definition of "police officer," and "constables elected in accordance with the provisions of Section 9-200" following "aforesaid duties full-time." An amendment in 1971 (P.A. 571) excludes supervisory personnel from training requirements by excluding them from the definition of "police officer."

Legislation was also proposed several years ago to grant the MPTC power to set standards for the selection of police officers. According to Director Hannon, the MPTC supported this bill initially but when the "power to set standards" was modified to read "power to recommend standards" the MPTC changed its position and opposed the bill because it was felt the

legislation had become meaningless. It is our understanding that, because of MPTC opposition, the law was vetoed by the Governor. The concept of "home rule" was said to be a factor in the defeat of this legislation.

After analysing the enabling legislation and reviewing MPTC operations we have arrived at several conclusions. First, the existing legislation provides the Council with no real sanctions to impose if an officer fails to complete such training within the prescribed time period. Other states have such sanctions available. Georgia, for example, not only prohibits permanent appointment, but also removes all authority from the officer to exercise the powers of a law enforcement officer. Massachusetts has a similar provision. Florida flatly prohibits employment as a police officer until a certificate of compliance with the Minimum Training Course has been obtained. Kentucky, while not making training mandatory, denies all state and LEAA assistance to a municipality which has failed to comply with minimum state training and selection standards.

--RECOMMENDATION. The Connecticut police training statute should explicitly give the MPTC power to enforce training standards. The Georgia and Massachusetts approaches are probably the most feasible in the near future. However, in the longer run, serious consideration should be given to the Florida approach, which requires the completion of the basic minimum course prior to employment as a full-time officer.

6.2.3 Local Recruit Programs and Instructor Certification

Another area of MPTC responsibility set forth in the enabling Act gives the Council the power to inspect and certify local police recruit schools and their graduates. In addition, the Act authorizes the Council to certify police instructors in local academies. For recruit training, the Hartford, New Haven and Bridgeport academies are the only major

schools operating in the state besides MPTC. At the present time, the MPTC has not adequately fulfilled its responsibilities in this area. Certification of these schools and their graduates is granted virtually automatically. The basic reasoning appears to be that since these recruit schools offer so many more hours than the MPTC then they must be good.

This cannot be taken for granted. The fact of the matter is that these schools are generally well run and offer a higher level of police training than the MPTC does at this time, but this does not mean they are without deficiencies. The policy guidance and procedural instructions officers receive in these schools vary significantly between the three cities. In addition, the quality of instruction in these academies varies from excellent to poor. If some degree of standardized recruit training throughout the state is a legitimate MPTC goal, then the MPTC has a definite responsibility not to simply "visit each school once a year," but to conduct a thorough audit of these programs prior to certification.

The question of how best to certify an individual as a qualified police instructor is indeed a difficult, but not impossible one. There are certain obvious qualities an individual should possess -- not the least of which is a thorough knowledge of the subject the person is teaching. However, knowledge alone is not the only measure of an instructor's ability. Some of the brightest individuals lack the ability to communicate their knowledge in a classroom or field exercise setting. Conversely, other individuals with less knowledge have a unique ability to get what they do know across to a class. Experience as a police officer is also thought to be an absolutely essential qualification for anyone teaching police subjects. Given these qualifications, the MPTC is responsible for determining what specific methods it will use to certify police instructors. Given a recommended in-service training standard, this responsibility

assumes added importance. Therefore, the recommendations that follow will deal with two related issues: the first will deal with the certification of a recruit training program; the second with the certification of police instructors.

--RECOMMENDATION/Local Recruit Program Certification. The MPTC should develop a procedure to conduct an annual formal audit of local recruit training schools. As a minimum this audit procedure will involve an on-site inspection visit to the training school up for certification. This inspection should cover facilities, program content, training policy, examination of curricula, training records, lesson plans, and so forth. In addition, a sample of graduates of the recruit school should be given a written test to determine if the school was successful in preparing the officer to meet his responsibilities. This test should be standardized to assure the officer possesses MPTC designated knowledge requirements. The composite rating of this training audit should be the sole determinant of the certification of the school by the MPTC. The informal manner in which this responsibility has been handled in the past must be terminated in favor of the formal procedures recommended.

In addition, a written report of this audit visit should be filed with copies to the Council and to the department audited. Existing MPTC staff will be overburdened with current and planned duties, so the only way that this procedure can be implemented is by the hiring of a field training inspector (or coordinator) who will be responsible for this legally mandated function.

--RECOMMENDATION/Instructor Certification. The MPTC should develop a formal set of standards to certify police training instructors. As a minimum, any instructor so certified should have at least two years of police experience. In addition, the instructor candidate must (1) pass a

written examination in the subject he is teaching or proposes to teach; (2) present at least two demonstration lectures to a recruit class at the Connecticut Police Academy in the presence of qualified MPTC staff; and (3) be interviewed by the MPTC Executive Director or his designated representative.

6.2.4 Supervisory Training Standard

With regard to the recommendation below, a number of states have empowered their police training councils to set pre-employment standards. As noted earlier, a similar proposal to give the MPTC such powers was said to be vetoed by the Governor on the grounds that it violated the "home rule" concept. An alternative way of achieving the same result is to spell out such pre-employment standards in a statute. Kansas, for example, adopted this approach. It would appear to us that this alternative stands a greater chance of adoption in Connecticut than the "open-ended" approach proposed in the earlier bill.

A more difficult area is the statewide establishment and enforcement of promotional standards. Florida permits its Council to set advisory standards which municipalities can accept or reject as they see fit. Idaho authorizes its Council to set promotional standards including those relating to experience and such other matters as relate to the competence and reliability of police officers. Massachusetts, while not setting promotional standards per se, does require completion of a supervisory course before promotion to a supervisory position.

Given the thrust of the Governor's veto, the Massachusetts approach contains some of the basic elements that Connecticut should pursue -- with one exception. Rather than making completion of a supervisory course a requirement of promotion, Connecticut should pursue a course of action that requires any individual promoted to a supervisory capacity

a maximum of one year from effective date of promotion to complete an MPTC or MPTC-approved course relating to that position.

--RECOMMENDATION. It is recommended that the MPTC would not be authorized to set promotional standards. Instead, the MPTC would be authorized to require that all newly promoted officers complete a training program designed to enhance their capacity to function effectively in their new position within one year of promotion. It is further recommended that the MPTC make available, or cause to make available, two levels of in-service promotional courses: (1) for sergeants and (2) for lieutenants and captains. The MPTC should not, at this time, attempt to set training requirements for officers above the rank of captain.

6.2.5 In-service Training Standard

Earlier a listing of the responsibilities of the MPTC as stated in P.A. 575 was presented. Without demeaning the accomplishments of the MPTC in any way, we think it is fair to say that up to this point in time, the almost exclusive concern of the MPTC has been in the area of recruit training. In its formative years, MPTC had to focus its priorities on developing the Academy itself, creating and staffing the organization, and putting together the recruit training program. By any standard, this was a significant accomplishment. Today, the MPTC has a well functioning recruit training program that turns out 250 to 300 police officers per year. If the recommendations of this study are adopted, this recruit component will expand from a 200-hour program to a 300 to 400 hour program. Thus, this element of the MPTC's responsibility will require significant curriculum and schedule changes. We have no doubts in the capability of the MPTC staff to handle this expansion of responsibility with a minimum of disruption. There are, to be sure, significant financial implications of this added responsibility and these will be discussed later in this document.

However, we are also compelled to point out that this concentration on recruit training has meant that some of the other responsibilities assigned to the MPTC have received little or no attention. More specifically, the Act authorizes the Council to "recommend categories or classifications of advanced in-service training programs..." The MPTC has acknowledged its responsibility in this area in the statement of objectives of its program budget:

"...to assure that local law enforcement officers are kept up-to-date with law enforcement methods and are offered opportunity for career advancement..."

While the Council has acted as host for a number of training programs that conceivably are responsive to this objective, the fact of the matter is that the MPTC has not presented a regular schedule of specialized or in-service training. MPTC staff do put on a cardio-pulmonary resuscitation course, but this is a very specialized offering. In addition, MPTC has acted as grantee for the Markle and Fishman law courses for police officers. Admittedly, the enabling legislation does not grant the MPTC power to set in-service training standards. This should be changed.

Some states have gone further than the MPTC in this area. Florida, for example, permits its Council to prescribe in-service training curricula and standards, but attendance at such courses is not mandatory. Kentucky conditions continuing state financial assistance to a police department on completion by its officers of 40-hours of in-service training each year. Again, Massachusetts has gone further and permitted its Council to require attendance at in-service and supervisory training schools. It is not clear in examining the statute what penalty is attached to failure to comply with this standard.

On the basis of the field survey and other studies, it is the PRC/PMS position that in-service training is an absolute necessity for Connecticut

municipal police officers. Far too often, we found that in-service training was sacrificed to the demands of operational necessity.

Thus, our basic recommendations in this area are as follows:

--RECOMMENDATION. The existing mandatory training act should be changed to require every municipal police officer in the State of Connecticut to complete a mandated in-service training program (not including firearms training). MPTC should be granted the authority to both offer such training where it is not available and to certify local programs that meet MPTC standards. Additionally, the Act should establish the MPTC as the central repository for all municipal police training records to enable the Council to monitor the compliance of local agencies with this requirement.

(This matter is further discussed in Section 7.0.)

6.2.6 Selection Standards

Next, the MPTC currently accepts any full-time police officer for training if he is hired by a legitimate local police agency and whose employment status brings him within the purview of the mandatory training act. The quality of the recruits attending the Academy varies according to the selection standards of the individual municipality. Given the mobility and transient nature of contemporary society, the citizens of Connecticut have a right to know that police officers are selected on a basis that assures that the officer, as a minimum, meets generally accepted standards of knowledge, basic ability, and personal integrity. In short, the MPTC has moved through its initial evolutionary process and it is now time to tackle the important question of minimum standards of entrance to the Municipal Police Service of Connecticut.

--Recommendation. The MPTC's enabling legislation should be

changed to give the Council the authority to formulate standards of selection for full-time police officers that is applicable, with the force of law, to all Connecticut municipalities. As a minimum, the Council should adopt reasonable standards requiring a high-school diploma, suitable age limits, physical and medical standards, an adequate testing process, and a mandatory background investigation of any individual being considered for appointment as a police officer.

(This matter is further discussed in Section 7.0)

6.2.7 Education Wage Incentives

The MPTC is authorized to consult with colleges regarding development of courses of study in police science and police administration. While there is some limited interaction between centers of higher education and the Council, the extent of such interaction leaves much to be desired. Professor Beldon Schaefer, a Council member, has done much to facilitate this interaction, but the two groups still lack some solid point of contact or mutual interest to develop this relationship into a meaningful one. For example, in our discussions with Connecticut police agencies and MPTC staff, virtually no one -- with several exceptions -- suggested that the community colleges could be used as resources for in-service, supervisory, or advanced training for police officers.

The State of Florida, which gives its Council the broadest powers over approval of public and private police training programs, specifically exempts colleges from the Council's jurisdiction. While it would be desirable to achieve better overall coordination of police education and training programs, it does not appear likely that direct control over college courses by the MPTC can be achieved. This involves principles of "academic freedom" and is simply a battle that the MPTC lacks

the "clout" to win. Some better coordination of the two types of programs can be achieved, however, if the MPTC were granted the authority to administer an incentive wage-supplement program for college credits. If the MPTC could grant or withhold salary supplements dependent on the quality of the college program, then a fair degree of control could be achieved without undue interference into college affairs. Such a strategy would, of course, require enabling legislation as well as the financial support to make it a reality. The financing of this and other proposed MPTC programs will be discussed later in this report, but our basic recommendation in this area is as follows:

--RECOMMENDATION. Enabling legislation should be developed authorizing the MPTC to administer an educational and wage-incentive plan for Connecticut police officers. This plan would give MPTC authority to certify the educational accomplishments of individual police officers -- if such accomplishments meet MPTC standards. Certification of such accomplishments will qualify the officer for a salary supplement to be paid from a fund established specifically for this purpose, in a manner to be discussed later in this report. (This recommendation is presented as it was presented originally; it will be modified in the following section.)

6.2.8 Powers of the Executive Director

Before discussing the proposed method of financing MPTC programs, it is necessary to examine the respective roles and responsibilities of the Council and its relationship to the Executive Director and staff.

The Connecticut statute does not spell out the powers of the Executive Director of the MPTC. All power resides in the Council, which delegates. While this is fairly typical of the statutes in other states,

it is not universal in practice. Nebraska, for example, permits the Director of its Council to hire all personnel. In Kansas, the Council is advisory only and in Arizona the Council sets standards but implementation is left to the training staff.

As a matter of sound administrative practice, it might be well to consider legislatively providing the Executive Director with some independent powers especially over staff selection and day-to-day operation of the program. The Director is, in fact, making these types of decisions since the Council is part-time, meeting once a month, and he should be granted formal authority to do so. It is almost a maxim of public administration that councils or commissions are very useful for establishing general policies and setting standards, but are not well suited for program administration. This situation exists in a mild form at the MPTC at present and should be rectified prior to undertaking the expanded role proposed in this plan. A recommended approach to the division of responsibility is presented below. As is obvious, these recommended changes will require legislative approval.

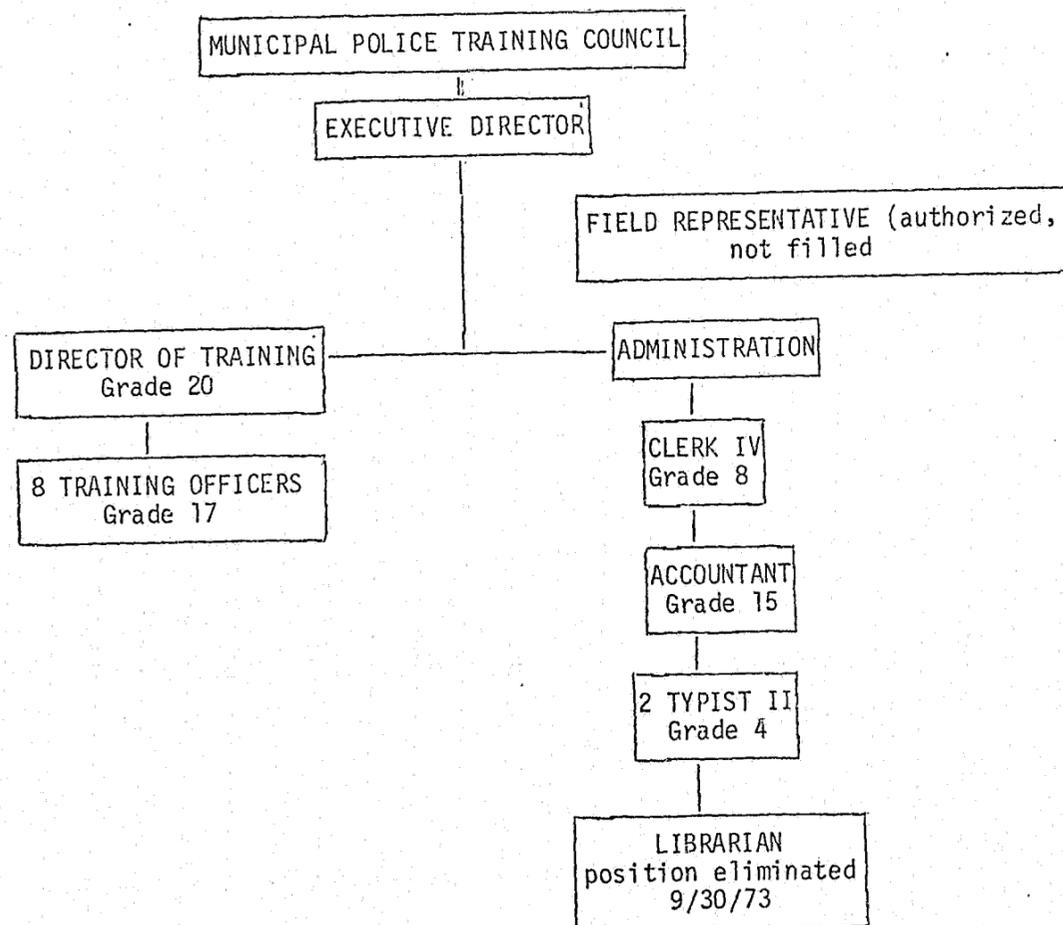
--RECOMMENDATION. The Council's authority should include the following:

- (1) The power to hire and fire the Executive Director (but not subordinate employees)
- (2) Power to enact rules and regulations governing MPTC responsibilities and set written policy guidelines for the Executive Director to implement
- (3) Power to require the preparation of an annual operating plan by the Executive Director and power to approve or disapprove an operating budget to carry out the plan
- (4) Power to require written quarterly progress reports from the Executive Director regarding plan fulfillment
- (5) Power to sit as a trial board if charges are brought against any member of the staff

--RECOMMENDATION. The Executive Director should be granted formal responsibility and authority for program operations and should be empowered to plan, direct and control activities of the staff and operations generally including the complete training program. The specific scope of the Directors mandate should be negotiated with the Council and incorporated in the required legislation.

6.3 MPTC Staff Organization and Operations

Current MPTC staff is organized as follows:



The current Executive Director of the MPTC is Mr. Richard Hannon. Mr. Hannon is a former New Haven, Connecticut, police officer with extensive experience in police training both with his former agency and as one of the original training officers of the MPTC. Mr. Hannon holds a Bachelors Degree in Police Administration and is a graduate of the F.B.I. National Academy as well as numerous short courses. He is also a member of the National Association of State Law Enforcement Training Directors.

Mr. Hannon succeeded Mr. James Herlihy, the original Executive Director of the MPTC in 1972. Mr. Herlihy played a major role in getting the MPTC "off the ground" in its formative years and was a major participant in the Council efforts to obtain the land and new building the MPTC currently occupies. When he became Director, Mr. Hannon inherited a staff of four training officers and a major backlog of police recruits to be trained, as well as a series of on-going grants from the Law Enforcement Assistance Administration that were in various stages of completion.

It is the strongly-held opinion of the PRC/PMS survey team that the Council is indeed fortunate to have an individual as able as Mr. Hannon as its Executive Director. The Council was quite perceptive in its choice of Mr. Herlihy's successor. In the relatively brief time he has held this position he has done an admirable job in closing out the grants he inherited, reducing the training backlog and, at the same time, incorporating the additional 40-hours of training time requested by the Council for inclusion in the recruit program. In addition to those accomplishments, the Director has been able to develop an improved administrative control system for the Academy. However, due to these heavy administrative commitments, Mr. Hannon has simply not had the time to spend as much time in the field, developing training requirements as both he and we would have liked. With the recent staff additions, and eventual hiring of a field

coordinator, many of the existing burdens on the Executive Director will ease somewhat. Mr. Hannon has been cooperative with the PRC/PMS staff assigned to this study, and we have greatly benefited from his advice and counsel. In short, Mr. Hannon is an excellent choice to lead the day-to-day efforts of the MPTC in accomplishing the expanded scope of responsibilities proposed in this plan.

The original MPTC staff of four instructors began its work in the old State Police Training School in Bethany, moved to an armory in Naugatuck where recruit classes were held for two years until the existing facility was completed in Meriden in 1971. Staff instructor turnover has been remarkable low during the seven years of the MPTC's existence with only two instructors leaving -- one to become a Chief of Police and the other to return to his original department to obtain the pension credits he needed.

In general, the job of training officer appears to have been designed for retired police officers. The qualifications for the job (announcement 7608) published by the Connecticut State Personnel Department (which handles all staffing requirements of the MPTC) requires:

Graduation from a four year college with a degree in police administration, police science, or education and one year's technical employment in law enforcement or as a full-time teacher or instructor in an organized police training program -- or in lieu thereof, not less than five years full-time employment in a Federal, State or municipal law enforcement agency including not less than one year as a full-time teacher or instructor in an organized police training program; or an equivalent number of years of the above employment and college training including not less than one year as a full-time teacher or instructor in an organized police training program.

The original four training officer positions were doubled to eight in the 1972 budget and after a considerable period of inaction (over a year) on the part of the State Personnel Department, the remaining four positions were filled in mid-1973. At the same time, the position of Director of

Training was finally filled after a similar period of equally frustrating delays by the Personnel Department. This position will be discussed separately later in this section.

The eight incumbents of the training officer positions have the following backgrounds:

Training Officer A:	A.A. Degree in Police Administration, 16 years police experience, 3 years MPTC training officer
Training Officer B:	B.A. Degree in Police Administration, retired captain with over 25 years police experience, adjunct experience as college level instructor, Newly hired at MPTC
Training Officer C:	Retired New York City police officer; B.A. from Fordham ^{St. Johns} , 4 years experience as MPTC instructor
Training Officer D:	A.A. Degree in Police Science, 12 years experience as police officer (Sgt.), 3 years as MPTC instructor
Training Officer E:	B.A. in Police Administration -- working toward M.A. degree, 12 years experience in police work, newly hired at MPTC
Training Officer F:	Less than a year from B.A. in Police Administration, 8 years police experience, 4 years as MPTC instructor.
Training Officer G:	Just starting college, 5 years police experience, some experience as police instructor, newly hired at MPTC
Training Officer H:	Retired detective lieutenant; graduate FBI National Academy, no college, 2 years as MPTC instructor.

In our field survey, a random sample of MPTC graduates was asked to rate the quality of their instructors. They were particularly impressed with several of the training officers, but none of the existing instructors was rated less than "good,"

The officers felt that the police background of the instructors was a real plus. In our own interviews with the training officers, the PRC/PMS

team felt that the training officers -- taken as a group -- were quite competent to perform the recruit training function. Most felt that the program should be expanded and were highly motivated to be involved in a broader effort. In short, the MPTC staff appears to have the basic qualifications and no recommendation for changing the position qualifications will be made at this time.

The position of Director of Training is a new one and the current incumbent was only hired within the last several months; little can be said about this individual's performance. The individual hired for this position has quite a unique background that on its face would appear to make him well qualified for the job. The job description for this position states that the Training Director's duties are to "plan and organize the development of the curriculum for recruit and in-service training programs conducted for municipal police personnel." More specifically, this individual is responsible for:

The preparation of course outlines

Coordination of training programs at the Academy and approved regional training facilities

Formulation and development of plans and procedures to meet specific training needs

Development and compilation of training manuals and other training aids

Keeping abreast of new developments in law enforcement training

Analysis and evaluation of new training aids, manuals, or other materials and recommendations regarding their use at the Academy or other facilities

Representing the Council or Executive Director at meetings, conferences or other law enforcement activities

Assisting in administration of Council activities.

The newly-hired Director of Training ranked number one on the State Personnel Department exam for this position and after a series of interviews

was selected to fill the position. The Training Director holds an undergraduate degree in Science and a Master's Degree in Education. He served five years in one of Connecticut's larger police agencies and has experience as a guidance counselor, teacher and social worker. It would be difficult to find an individual with a better background for the position. In our interviews, Mr. Kelly favorably impressed us with his grasp of the position and his initial weeks on the job indicate that he has a comprehensive idea of what has to be done and how to do it. We recommend that the Director of Training assume one additional task. He should be responsible for the preparation of an annual evaluation of program effectiveness both at the Academy and of local agency response to the relevance of program content.

The salary ranges for the Director of Training and for the training officers are both much too low for the demands of these positions. The Director of Training is a state civil service Grade 20. This grade has a salary range of \$12,270 to \$14,826 with annual increments of \$426.00. The training officers are state civil service Grade 17. This grade has a salary range of \$10,479 to \$12,837, with annual increments of \$393. The Executive Director is a grade 25, with a salary range of \$15,592 to \$19,126. Given the scope of responsibilities envisioned for the Executive Director in this plan, it is clear to us that this will be inadequate compensation for this position.

It is our strong recommendation that the minimum starting salary for a training officer be raised to at least \$12,500 with a ceiling of \$14,600. The Director of Training position should have a starting salary of \$14,600 and a ceiling of \$16,800. The Executive Director's salary should range from at least \$17,500 to \$21,500. It is our strongly held judgment that these recommended salary levels will absolutely be

necessary to retain and attract qualified people for these demanding positions over the next five years.

Another position at the Academy that is currently being phased out due to the termination of the federal grant that supported it is that of Academy Librarian. The Academy maintains one of the finest collections of police literature in the state, and the individual currently filling this job has done an admirable job of organizing, cataloging and controlling this material as well as serving as a researcher for curriculum development. With the exploding growth of police technical literature available as the result of federal support of police-related research, this position assumes added importance. For far too long, people have assumed that all a police officer needed to fulfill his function was a badge, club, gun and some rudimentary training. In point of fact, knowledge is one of the primary attributes of the effective police officer, and a decision to terminate this position is unconscionable. We recommend as strongly as possible that the librarian/researcher position be made part of the regular staff of the MPTC. This library is one of the Academy's most vital resources and to allow it to deteriorate if this position is lost would severely damage the MPTC's ability to deliver the best available training to municipal police officers.

We have not evaluated the clerical positions of the MPTC, but have received no information that any problems exist in these positions.

The MPTC currently presents a 200-hour course for police recruits. Of these 200 hours, 160 are considered to be "mandatory" and 40 "non-mandated." From an operational standpoint, 34 of the 200 hours are taught by non-MPTC instructors representing the following agencies:

1. F.B.I. - 10 hours
2. Connecticut State Police - 7 hours
3. Department of Health - 3 hours
4. Commission on Equal Opportunity - 2 hours

5. Juvenile Court - 2 hours
6. National Auto Theft Bureau - 2 hours
7. The Alcohol, Tobacco and Firearms (AFT) Division of I.R.S. - 2 hours
8. American Cancer Society - 1 hour
9. Liquor Control Commission - 2 hours
10. Conn. Department of Transportation - 2 hours
11. Conn. Welfare Department - 1 hour

Approximately 40 of the 200 hours are devoted to police traffic supervision responsibilities; 16 hours deal with the provision of various emergency medical services; 46 hours relate to physical training, defensive tactics and firearms; 12 hours deal with the criminal investigation responsibilities of police; 38 hours relate to criminal law, search and seizure, rules of evidence, etc.; 15 hours are used for orientation, exams, etc. and the remaining 33 hours relate to various specialized police matters (e.g., handling live wires, report writing, narcotics, bomb recognition, gambling, etc.)

Two MPTC training officers are usually assigned as class coordinators for each recruit class. Their job is to basically take charge of a class, handle disciplinary problems, make sure scheduled speakers are there, and so forth. The Council ordered night sessions to cram more material into the short time period allotted for training. During the summer months, this night training -- usually from 7 to 9 p.m. -- really puts intense pressure on a class. After a full day of classes their attention to the subject matter is definitely diminished. While we applaud the Council's motives in trying to give the recruits as much training as possible, it is our judgment that "night training" is an educationally dysfunctional practice. However, until the expanded curriculum is operational, night training probably should be continued.

Each instructor carries a teaching load of roughly 25 hours for each five week recruit class. The coordinators assigned to the class usually will have a more intensive load because of their responsibility

for the smooth functioning of the class.

One of the most serious deficiencies of the curriculum is its heavy dependence on the lecture method of instruction. It is strongly recommended that at least 25 percent of the expanded curriculum consist of other modes of instruction, particularly those that allow the recruit to "learn by doing." For example, use should be made of psychodrama techniques, simulation of field conditions, actual investigations of "arranged" traffic crashes at a test site, etc. Most important, we recommend that in the expanded curriculum at least one week be devoted to actual field training wherein a recruit is assigned to a specially trained "coach" in an operational police agency so that he has the chance to compare theory to reality. This field training should occur about 3/4 of the way through the program.

With regard to the technical competence of the MPTC training officers, we strongly recommend that the Director of Training develop and present an in-service program for the training officers to bring them up-to-date on the theory and practice of instruction. This should be accomplished prior to the initiation of the expanded recruit training program.

The MPTC has a set of rules and regulations governing the conduct of officers attending the Academy. These rules were last revised in August, 1972. While somewhat restrictive, the rules are basically fair and relevant to the purposes of the Academy. We do recommend that the MPTC consider changing its policy restricting the students to the Academy during the week. These recruits are, for the most part, grown men and should be allowed town passes after the second week at the Academy. We expect these men to function on their own as police officers once they leave the Academy, and there is no reason to treat them as if they were unruly children. One of the Academy's purposes should be to instill

a sense of responsibility in these officers and if they are not given the freedom to be responsible for their own behavior by the MPTC, what guarantees does the public have that they will act responsibly on the street?

In this same vein, we have examined the grades of a number of classes and are forced to conclude that virtually no one fails at the Academy unless he is completely unmanageable. We strongly recommend that the Academy take a much more discriminatory stand on eliminating those individuals whose performance is only marginal during the training process. The basic feeling of the MPTC staff appears to be that they don't have the responsibility to flunk out marginal performers. In short, the staff feels that if an individual is hired by a municipality then he is qualified to be a police officer. To our way of thinking, this implicit policy is simply wrong. The training program should be seen as part of the selection process and if an individual clearly demonstrates that he doesn't have what it takes to be a police officer, then the MPTC should assume the responsibility to inform his or her host police agency. The MPTC is not doing the municipalities or the public any favor by letting these marginal performers slip through. On the contrary, such marginal individuals can only hurt their own department in the long run, as well as reflecting poorly on the quality of MPTC training. While the "Coventry" incident of several years ago is probably not the best example, it is indicative of the types of problems that could be eliminated by taking a harder look at the attitudes and capabilities of some of these potentially unsuitable officers during the training process.

One way the MPTC could deal with this problem is by examining the psychological counseling program of the Hartford Police Department Recruit School. This is an excellent program and one that the MPTC should

seriously consider adapting to its own needs. (Information on this counseling program can be obtained from the HPD Psychological Consultant -- Dr. Jack Flynn of the University of Connecticut.)

In terms of staffing needs of the MPTC required to implement the expanded program, we recommend the following:

Recruit Training	6 training officers assigned specifically to this function
In-service Training	3 training officers assigned specifically to this function
Promotional and Command Training	2 training officers assigned specifically to this function
Specialized Training Programs	1 training officer/coordinator assigned specifically to this function
MPTC Certification Program	1 field coordinator, 1 training officer assigned to this function
Library/Curriculum Research Technical	1 librarian/researcher

These are the basic minimum staffing requirements for the MPTC to do an effective job in implementing the training plan recommended in this report. Two other functions which are recommended in this document: (1) administration of an educational wage-incentive plan and (2) development and administration of a centralized police training records registry will also require additional staffing. More specifically, the wage incentive plan will require one training officer and one additional clerk typist. This officer will also be responsible for all Academy/college interaction programs and should report to the Executive Director. The centralized police training registry should be placed under the Director of Training and will require one additional clerk typist. Under this staffing plan, it will be necessary for the MPTC to add six additional

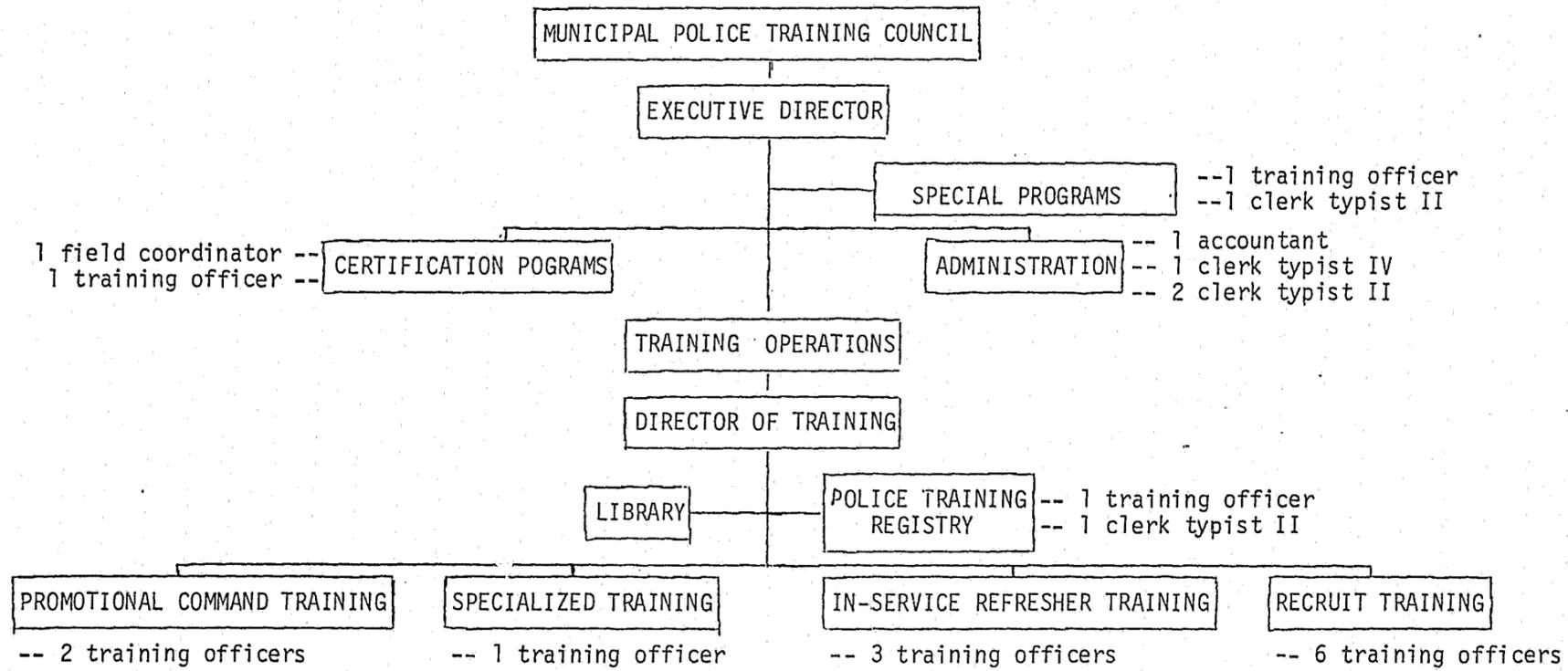
training officer positions, one librarian researcher, and two clerk typist positions. A proposed organization chart for the expanded staffing plan will be found on the following page.

In summary, the present staff of the MPTC consists of fifteen authorized positions: 1 Executive Director; 1 Director of Training; 1 Field Coordinator (authorized, not filled); 8 Training Officers; 1 Clerk IV; 1 Accountant; and 2 Clerk Typist II. The staffing plan proposed here will require a total of 25 authorized positions. Once again, the financial plan for this proposed expansion will be described later in this document.

Next, we will discuss Academy facilities. The MPTC is housed in a newly constructed building located in Meriden, Connecticut. The MPTC shares the building with the Connecticut State Police. The building was constructed out of a bond issue that envisioned a modular, phased plan of facility development. The initial phase of the bond issue financed the construction of classrooms, auditorium, kitchen, dormitory, administrative and conference rooms, indoor firing range and parking facilities.

Management of the Connecticut Police Academy building is nominally in the hands of the Department of Public Works. In fact, the MPTC and the State Police divide the training facility between them. The State Police are in charge of the maintenance, kitchen, etc. To some extent, there is a "yours" and "ours" attitude about the use of the building. An agreement entitled "Concept of Operations" between the MPTC and the CSP was signed by both parties at the time the facility was developed. While no major problems have arisen, it would be better if the MPTC had clearer control over a portion of the Academy building. This can probably be handled administratively between the two parties and it would appear that no statutory amendments will be required. However,

PROPOSED MPTC ORGANIZATION



in light of the proposed expansion of MPTC responsibilities, this administrative agreement should be pursued in the near future to avoid and potential scheduling problems.

The existing Academy facilities are more than adequate to handle the expanded MPTC program. However, certain deficiencies must be corrected to enable the Academy to function as effectively as possible. We are not going to comment on the problems of getting the bond issue for the later phases of facility development. This is an internal issue of Connecticut state government and we are simply not qualified to discuss the issues involved. However, we do have some definite opinions on the need for those facilities required to make the MPTC program a success.

First, the Academy was designed to provide central air conditioning (e.g., all the ductwork is in place, etc.). However, air conditioning was never installed because of a lack of funds and a policy decision by state government that only those government facilities containing environmentally-sensitive equipment (e.g., computers) would be eligible for air conditioning. From an educational standpoint at the Connecticut Police Academy this policy is an exceptionally poor one. The building becomes so hot during the summer that effective training becomes difficult, if not impossible. The temperature in some of the classrooms and offices exceeds 90° on warm days. The cost of the required air conditioning equipment is on the order of \$80,000. We recommend, as strongly as possible, that the funding for such air conditioning be provided by the State as soon as possible. This equipment cannot be considered a "luxury" purchase in any terms. It is a vitally necessary component of an effective training program.

Second, firearms training for MPTC recruits is currently being provided at the CSP range in Simsbury, approximately a ⁷⁰~~40~~-mile round trip

from the Academy at Meriden. This is an excellent range, but it is too far from the Academy for the heavy usage envisioned in the plan. This problem is compounded by scheduling problems. The indoor range at the Academy itself is virtually useless. It is poorly designed, frequently inoperative and something of a safety hazard. The Academy needs an outdoor range on its own grounds. The land is there, the CPCCA will likely be able to provide up to 50 percent funding, and, it is recommended that the State supply the remaining funds for the construction of this range at the earliest opportunity. The total cost of this range is estimated at \$100,000. Thus, if federal funding is provided for 50 percent of the cost, the State will be required to provide the matching \$50,000 to complete construction of the range.

The Council has supported the need for a driving track at the Academy for skid-pan, pursuit and defensive driver training for its recruits. The Council has developed some strong evidence in support of this perceived need. While PRC/PMS does not oppose the need for such a facility, it is our assessment that other facilities can be obtained at no cost to the taxpayers to accomplish the same purpose. The CSP, for example, recently provided skid pan training to some of its own officers on an unused portion of Bradley Airport. Therefore, it is our basic recommendation that the MPTC exhaust all other possibilities before attempting to seek funding for the development of a driver training track on its own grounds.

The MPTC has also sought funding in the past for a so-called "training tank" or, more specifically, a swimming pool, to train recruits in water safety and rescue techniques. While there may be some justification for such training for shoreline communities and because of the dangers associated with backyard pools, we regard this as an item of the low

priority. If the MPTC can develop adequate justification for the need for such training -- we recommend that they obtain the use of a municipal swimming pool or a pool in a nearby educational facility.

The physical training facilities of the Connecticut Police Academy leave much to be desired. The MPTC feels that a gymnasium is needed. At present, the rather limited physical training program of the Academy is undertaken outdoors or in a small room in the dormitory wing that contains a Universal Exercise Machine. However, the absolute need for a gym on the Academy grounds has not yet been established. The basic thinking on this question is on the order of "if we have a gym then we can develop an improved physical training program." The PRC/PMS staff feels that the need for gym facilities can only be determined once a proposed program for physical training is developed. Facilities follow programs, not the reverse. The MPTC staff will have to do its "homework" first in developing a detailed physical training program before a determination of need for a gym can be firmly established. In the interim, we recommend that the MPTC obtain the use of or rent gym facilities from the school system in Meriden.

The Academy has excellent audio-visual equipment (e.g., video-tape, projectors, tape recorders, etc.) and has no real needs in this area. Some suggestions have been made that the MPTC develop video-tape cassettes for in-service training purposes that could then be loaned to local police agencies. This is an excellent idea and we recommend that the Director of Training assume responsibility for determining the feasibility of this proposal.

This concludes our review of MPTC staff operations. In the next sections, we will deal with the financial aspects of the existing and proposed MPTC program.

6.4 Fiscal Planning for MPTC Programs

The Executive Director supplied the PRC/PMS staff with a fiscal history of the MPTC. The table below summarizes MPTC funding from State funds from 1967 to the present.

FISCAL YEAR	STATE FUNDS RECOMMENDED	ACTUAL EXPENDITURES
1967 - 1968	\$ 54,897	\$ 35,471
1968 - 1969	87,737	73,823
1969 - 1970	103,903	84,743
1970 - 1971	118,418	93,934
1971 - 1972	163,100	100,268
1972 - 1973	184,750	135,839
1973 - 1974	188,300	-----

The difference between the recommended funds and actual expenditures can be explained by state delays or problems related to the filling of authorized positions or because of the acquisition of grant funds by the MPTC which served to offset some personnel costs. We will not review the MPTC's handling of LEAA grants because, in some cases, the MPTC simply acted as a funding conduit for some other program (e.g., the Markle and Fishman police law courses) in the remaining cases we lack the information to intelligently evaluate accomplishments. We will, however, note that in the early years of MPTC operations, some CPCCA grants were extremely useful in equipping the Academy with training aids, films, etc. and for the development of the excellent Academy library.

In reviewing the 1973-1974 budget request, we note that 86.4 percent of the budget is allocated to personal services; 11.5 percent to current expenses; and 2.1 percent to capital outlay.

At present, the only source of MPTC funding is the State General Fund supplemented by federal grants.

The CPCCA recently proposed (as reported in Section 4.0) that they award a "bloc grant" to the MPTC to enable the Council to coordinate all LEAA-funded training programs in the state. This proposal is in line with current CPCCA thinking, where responsibility for a particular

functional activity is placed with one specific agency to provide overall coordination of state and local activities in that area to the extent possible. CPCCA did this recently with youth services by funding a bloc grant to the Department of Children and Youth Services. The simple fact is that this proposal reduces the administrative burden on the CPCCA and focuses responsibility outside on a more appropriate line agency. This is an excellent concept and one that the MPTC should readily accept. There are some problems associated with accepting this bloc grant. The grant will place additional administrative responsibilities on the MPTC and may require the Council to make some tough decisions on local grant applications for police training that, under the bloc grant concept, must be submitted to the MPTC for approval.

However, this proposal gives the MPTC an unparalleled opportunity to exert strong leadership over police training in Connecticut. This grant must be accepted if the MPTC is going to become a viable organization. In the first place, the CPCCA has proposed a first-year allocation of between \$200 and \$300 thousand for this program. This will be an excellent source of financing, for the short term, to permit the MPTC to expand its training program without increasing the cost to local municipalities. This is the time for the Council to exert leadership -- it is not a time to quibble over minor details -- both in terms of its own interest as well as the interests of police officers throughout the state. Consultant staff has discussed the allocation of these funds with MPTC staff and CPCCA representatives. We propose that the MPTC allocate the funds as follows (assuming that \$300,000 is available):

Grant Administration	\$17,000
New England Institute of Law Enforcement Management	\$50,000

Offset local recruit training expansion costs (300 recruits at \$120)	\$36,000
Construction of firing range (50 percent of cost)	\$50,000
Fund to cover local costs of sending officers to MPTC programs	\$30,000
Funding of police law-related in-service training courses (Markle/Fishman)	\$50,000
Funding innovative local training programs	\$67,000

Under this proposed first year funding plan, the MPTC will hire an individual to administer this grant who will be responsible for the tedious application and reporting requirements associated with such federal programs. This individual will report to the Executive Director. Basically, the only funding decisions the Council will have to make under this plan will be in deciding which local training grant applications should be funded. Therefore, we strongly recommend that the MPTC accept this grant.* However, the MPTC should accept the grant only for as long a period as it takes to obtain passage of legislation, described below, that we feel will put the MPTC on a sound fiscal basis -- not subject to the vagaries and uncertainties associated with federal funding and the frequent convolutions at the state level.

Earlier we described an expanded staffing plan for the MPTC. We estimate that this plan will require \$285,000 per year for MPTC salaries, \$35,000 for normal operating expenses, \$50,000 to offset local costs, and an annual capital outlay of \$7,000. In addition, we estimate that the proposed educational wage incentive program will cost on the order of

*The grant was subsequently accepted by the MPTC.

\$1,000,000 per year. Thus, the MPTC will require roughly \$1.4 million per year to operate the proposed program. It appears unlikely to us that the state will support the total amount of this expansion. However, we feel that the State should provide at least 40 percent of the personal services and operating costs of the MPTC -- exclusive of the proposed wage incentive plan. This means that the State will provide roughly \$160,000 per year from the General Fund. The problem now is to seek the remaining financing from a source other than the General Fund.

The biggest barrier to the expansion of police training is the lack of funds to subsidize the cost of training and to offer incentives to improve existing levels of police training and education in the state. Present MPTC appropriations are adequate to cover the direct costs of instruction but not the living expenses of recruits let alone to provide incentives for higher levels of training. The experience of other states is of interest in this regard.

The MPTC works on a fixed annual appropriation. Other states are increasingly seeking new sources of financing for their police training programs. A number of states, including California, Nebraska, Florida, Indiana, Arizona, New Jersey, Minnesota and others have been, or are contemplating, earmarking of a proportion of fines or court costs in criminal and motor vehicle cases for financing of their police standards and training councils. Since Connecticut assesses no court costs in either criminal or traffic cases, such a program in Connecticut would have to be financed from fines collected in criminal and traffic cases.

The garnished monies are used to pay for the direct costs of instruction, living and travel expenses, and salary supplements for trainees. Municipalities typically receive 50 percent of the salary of a trainee while he is undergoing basic training. There is certainly

justification for this, since the officer will spend the majority of his time enforcing state rather than local laws. Several states extend salary reimbursement to officers undergoing in-service or specialty training. When local departments run approved schools, they are reimbursed for 50 to 100 percent of direct training costs.

Control over such funds gives the Training Council the ability to extend the training period and exercise more control over program content. In Connecticut, for example, with reimbursement of a portion of local costs, the present 200-hour program could be expanded to 400 hours without additional cost to the municipalities. If reimbursement were limited to municipalities which met MPTC standards in areas such as selection methods, in-service training, etc., the scope of MPTC jurisdiction could be increased without requiring the institution of politically-controversial coercive enforcement of standards.

Typical financing plans, existing or proposed, from several states are described below:

State of Oregon. Revenue base includes all criminal and traffic fines (except parking) and bail forfeitures. Funds are generated as follows: \$1.00 for all fines between \$5-\$14.99; \$2.00 for fines from \$15-\$44.99; \$3.00 for fines of \$50-\$99.99; \$5.00 for all fines over \$100.

State of Ohio. \$1.00 additional on all fines and forfeitures except parking.

State of Minnesota. \$2.00 for every \$20.00 in fines, penalties or forfeitures actually imposed.

State of South Carolina. Same as Oregon.

New Jersey. 5 percent of all fines except parking.

California. \$5.00 for every \$20.00, or fraction thereof, of every fine, penalty, or forfeiture imposed. Also includes a similar penalty

assessment on bail.

Indiana. \$1.00 from every case handled by prosecutor for which he receives a fee.

Nebraska. \$1.00 for every case in which court costs are imposed.

Several states, such as Illinois and Florida provide incentive payments for college credits. An officer meeting the Council's minimum educational attainment receives a salary supplement from his employer. The municipality is reimbursed by the Council for this payment out of its earmarked funds. Not only would such a program assist in upgrading police manpower, it also could give the MPTC some bargaining power with the colleges. If, for example, only credits from selected programs meeting MPTC specifications qualified an officer for the incentive program, then colleges would tend to seek MPTC guidance as to the types of programs they should be offering.

Several states require an officer to reimburse the state and/or municipality for monies expended on his training if he fails to remain with his department or in public law enforcement work in the State. Florida requires the trainee to stay on the job for one year while Idaho requires two years. This type of penalty seems rather severe, but it has merit to assure that public dollars are not wasted.

In summary, while we lack revenue figures on revenues generated by court costs and penalties in Connecticut courts, we judge that the adoption of an appropriate plan similar to these described above would provide the MPTC with the necessary funds to implement the proposed expansion of training capability.

7.0 ALTERNATIVES AND THE DECISION-MAKING PROCESS

[Many consulting contracts are completed with the delivery of a final report that may or may not be acted upon. Other consulting contracts offer an opportunity to work with the client; to discuss alternatives and decisions; and to reach consensus positions consistent with organizational goals and objectives, fiscal and political realities. Very obviously, the latter circumstance is the ideal; the former is more typical and often less rewarding in terms of achieving intended purposes.

Fortunately, this consulting contract has proceeded along the second path. During September and October, 1973, reports were presented and considered, alternatives and decisions were discussed and many consensus positions reached.

Because of the anticipated turnover in the Council's composition, because of the expiration of six members' terms, it is important to review what happened and to give the rationale for the events which took place and the consensus positions which were reached.

It should be emphasized that these consensus (or decisions) which were arrived at are not binding on the Council or its incoming members. These matters do, however, represent best professional advice as provided by the PRC/PMS study team tempered by the advice and counsel of Council members and MPTC staff at a series of meetings held in September and October, 1973.

A record of those deliberations follows.]

The purpose of this section is to record events of September and October, 1973, as they relate to deliberations of the MPTC, its Professional Development Sub-committee, and MPTC staff which participated in the several meetings. The key events during the period include:

--Delivery of the final two parts of the requirements analysis (essentially, Section 6.0 plus a general summary) at the regularly scheduled meeting of the Council on Thursday, September 6, 1973.

--A meeting with the Professional Development Sub-committee on September 12, 1973 to discuss the general summary.

--Delivery of a document entitled "Alternatives and the Need for Discussions" at the Council's meeting of October 4, 1973.

--Meetings of the Professional Development Sub-committee on October 9 and 15, 1973.

--Preparation of a memorandum dated October 15, 1972, entitled "Agreements and/or Consensus Reached at the Meeting of the Professional Development Sub-committee."

--A special, informal meeting of the Council to hear the report of the consultant on October 18, 1973.

With Section 4.0, 5.0 and 6.0 as background, materials from the report on decisions and alternatives is included here together with a discussion of deliberations and/or an indication of decisions made or consensuses reached. As with several of the preceding documents and deliberations, nine topic areas are discussed:

- Recruit Training
- In-service Training
- Supervisory and Executive Development
- Specialized Training
- Specialized Services
- Standards
- Facilities
- Funding and Allied Matters
- Miscellaneous Matters

7.1 Recruit Training

Although several recommendations were made about recruit training, the basic issue concerned how many hours should MPTC mandate and when.

The first decision statement asked, "Assuming that recruit training must be increased in number of hours, how many hours should be required and when should the increase be instituted?"

The recruit training alternative section recommended a standard of between 320 and 400 hours for all newly appointed police officers and the following alternatives:

ALTERNATIVE 1:

MPTC provides basic training for all police recruits in the State. Certified local training schools provide additional or supplementary training they desire.

ALTERNATIVE 2:

MPTC provides basic training to recruits from departments lacking a certified training capacity. MPTC certifies existing recruit programs meeting the 320-400 hour standard.

ALTERNATIVE 3:

MPTC trains a portion of the recruits requiring training up to their capacity and contracts with certified academies to provide training to recruits in excess of their capacity.

--Decisions/Consensus. When it was determined that present MPTC staff could handle upwards of 320 academic hours and that CPCCA funding could be used to pay for additional costs incurred, the 320 hours was generally agreed upon. In addition to the 40 hours of field training, an additional 40 hours of local training (now done by most departments) would be required. Therefore, the Connecticut MPTC would mandate a minimum 400 hours of training -- 320 academic hours in residence and 80 hours to be accomplished locally. MPTC staff would prepare a checklist for the additional 40-hour local training.

Alternative #2 was preferred by most in attendance.

7.2 In-service Training

A distinction has been made throughout the report between in-service as opposed to specialized training. Many police administrators think of

any post-recruit training as "in-service."

However, for purposes of this report, specialized training generally refers to programs of instruction (short courses, etc.) which prepare an officer to do specific jobs or impart information of a limited nature. Courses on fingerprinting, photography, methods of investigation, drug abuse, child abuse, etc. would fall within the definition of "specialized" training. "In-service" training is apt to be more varied, cover a variety of topics and tends to be aimed at the uniformed officer. It could be a one-week training program or could be given at roll call every day.

This distinction is not critical for purposes of police training per se, but it is important to the recommendations as presented.

Two in-service training decisions were called for:

Decision #2: Approve the concept of mandatory in-service training for all Connecticut police officers of at least 40 hours per year.

Decision #3: Approve the concept of "refresher" training as the initial thrust by the Council in selling the program and helping departments to meet the standard.

The following comments were added:

On the basis of field work and subsequent research, it is clearly evident that with several exceptions, local Connecticut police agencies do not have a basic grasp of what in-service training should embody. Therefore, it is strongly recommended that MPTC adopt and enforce a 40-hour in-service training standard.

Further, the career development model defined "advanced" training as a course which would "emphasize a re-assimilation of basic training and would bring the officer up-to-date on changes in the law, advanced police practices, etc."

In the course of the Sub-committee's deliberation, Professor

Schaeffer advanced an in-service training concept that would require heavy emphasis during a man's first five years and then a required program at five year intervals after that. (This might be considered as an alternative to Decision #2)

Alternatives were presented for two types of training -- one called "refresher" training -- later re-named "advanced" training and the other (basic) in-service training which might be given in any police department. With the word "advanced" substituted for "refresher" the alternatives as originally presented were:

--Advanced Training

Standard

Concentrated 40-hour advanced course: (1) one year after completion of recruit training; (2) between the fourth and fifth year after graduation from recruit training; and (3) between the seventh and fourteenth year after graduation from recruit school.

Population

All officers below the rank of sergeant eligible by virtue of their anniversary year of employment.

ALTERNATIVE 1:

MPTC presents all advanced training at the Connecticut Police Academy (CPA).

ALTERNATIVE 2:

MPTC presents advanced training at the CPA for those departments lacking a certified training academy. Inspects and certifies all other advanced training programs.

ALTERNATIVE 3:

MPTC contracts with certified academies to provide advanced training on a regional basis.

ALTERNATIVE 4:

MPTC develops a 40-hour videotape advanced course and distributes it to local agencies, along with appropriate testing materials.

ALTERNATIVE 5:

MPTC develops programmed course for local agencies and provides testing materials to enable local trainers to monitor performance.

--In-service Training

<u>Standard</u>	40 hours per man per year.
<u>Population</u>	All officers below rank of sergeant.
<u>ALTERNATIVE 1:</u>	MPTC reviews local programs to determine if the departments are meeting the standard. MPTC conducts no actual in-service itself, simply performs an inspection function.
<u>ALTERNATIVE 2:</u>	MPTC develops in-service training materials (curriculum, lesson plans and hand-out materials); distributes to local agencies and conducts review to verify agencies are providing the required in-service training.
<u>ALTERNATIVE 3:</u>	MPTC instructors assist smaller agencies in putting on in-service programs. Reviews other programs to assure that standard is met.
<u>ALTERNATIVE 4:</u>	MPTC instructors and audio-visual personnel develop video-tape presentations for distribution to local agencies for in-service training.
<u>ALTERNATIVE 5:</u>	MPTC develops a form of "training keys" for distribution to local agencies.
<u>ALTERNATIVE 6:</u>	MPTC contracts with certified local training units to provide regional in-service programs.
<u>ALTERNATIVE 7:</u>	MPTC develops programmed learning in-service correspondence courses for local agencies lacking capacity to provide alternative training.
<u>ALTERNATIVE 8:</u>	MPTC trains instructors from local agencies to run in-service programs.

--Decision/Consensus. The mandatory aspects of in-service training were eliminated in favor of a "recommended standard." "Advanced" training was approved without a minimum number of hours set, so as to provide MPTC staff with flexibility as regards development of a program. Advanced training would be "recommended" within two years after completion of the Academy, between the fourth and seventh year and the seventh and fourteenth

years. Therefore, an officer would receive advanced training three times during the course of his career.

Advanced training Alternative #5 was chosen. A programmed training approach -- on or off-site was discussed.

With regard to (basic) in-service training, Alternatives #2, #4, and #5 were discussed favorably; MPTC would prepare and distribute in-service training materials for all departments commencing July 1, 1975.

7.3 Supervisory Training and Executive Development

Two decisions were called for in this area:

Decision #4: Approve the concept of completion of an MPTC or MPTC-approved supervisory methods course within one year of promotion.

Decision #5: Approve the concept and need for ultimate MPTC assumption of training for supervisory, middle-management and command and executive development.

Alternatives were developed for supervisory (promotional), middle management and executive development courses as follows:

--Promotional Course

<u>Standard/Population</u>	All newly-appointed sergeants must complete this course within one year of the date of their promotion.
<u>ALTERNATIVE #1:</u>	MPTC contracts with colleges, universities or the New England Institute of Law Enforcement Management to provide this training.
<u>ALTERNATIVE #2:</u>	MPTC contracts with college or private contractor to conduct the courses at the CPA or other appropriate facility.
<u>ALTERNATIVE #3:</u>	MPTC staff conducts all supervisory courses at the CPA.
<u>ALTERNATIVE #4:</u>	MPTC staff conducts all supervisory courses at the CPA and in regional centers.
<u>ALTERNATIVE #5:</u>	MPTC conducts supervisory courses for departments lacking a training capability

and trains personnel from certified academies to provide supervisory training to their own personnel.

ALTERNATIVE #6:

MPTC contracts with community colleges to develop and present supervisory courses to municipal police officers promoted to the rank of sergeant.

ALTERNATIVE #7:

MPTC develops video-tape or correspondence course for newly promoted sergeants as well as testing materials; either MPTC or the local agency will then review the trainee's efforts and certify completion.

--Middle Management CourseStandard/Population

Mandatory for newly-promoted lieutenants; optional for higher ranks.

ALTERNATIVE #1:

MPTC contracts with colleges, universities or NEILEM to provide this training.

ALTERNATIVE #2:

MPTC develops and presents this course at the CPA.

ALTERNATIVE #3:

MPTC contracts with community colleges or universities to provide this training.

ALTERNATIVE #4:

MPTC develops a correspondence course and presents the course to the target population.

ALTERNATIVE #5:

MPTC contracts with a private agency (e.g., AMA, NUTI, IACP, etc.) to train target population.

7.3.2 Executive Training Laboratories and Conferences for Officers in Command Positions

The MPTC should not attempt to conduct conferences of this type using its own in-house staff -- unless management training specialists are brought into the staff in either a full-time or part-time capacity. These command-level courses require a degree of specialty and expertise that MPTC does not now have and perhaps should not have for the one or two programs to be put on yearly. Hence, the alternatives range as follows:

ALTERNATIVE #1:

MPTC contracts with colleges, universities or NEILEM to provide this training.

ALTERNATIVE #2:

MPTC contracts with a university that conducts similar programs for other executives.

ALTERNATIVE #3:

MPTC contracts with a non-profit or profit-making firm that conducts similar programs for law enforcement or other executives (e.g., AMA, NTDS, Harbridge House, etc.)

--Decisions/Consensus. A mandatory course for newly-promoted sergeants was generally agreed upon as a mandatory standard for implementation July 1, 1976 -- subject to amendment of the Council's statute.

Generally, there was agreement that the NEILEM (Babson) course (Alternative #1 in each case) is very well done and very well accepted. However, it was also generally agreed that if NEILEM is discontinued or if its costs get out of line, then MPTC should assume these training programs.

7.4 Specialized Training

One decision was called for and a basic core of specialized offerings each year:

Decision #6: Approve the concept that MPTC act as the central certifying and coordinating body for all specialized training programs in the state and offer at a minimum the following basic courses each year: (1) a criminal investigation course; (2) a police traffic specialist course; (3) a police planning course; (4) a police trainer course.

The career development materials included the three recommended courses with the following notations:

--Criminal Investigation Course: This should be a program for all personnel assigned to the criminal investigation function. It should be offered at least once per year.

--Police Traffic Specialist Course: This should be a course for all personnel assigned to a supervisory or command position dealing with police traffic supervision. The course should be offered at least

once per year.

--Police Planner Course: This course should be offered at least once per year to police officers with staff planning functions. This should cover basic planning concepts, including survey sampling, crime analysis, basic statistics, etc.

--Police Trainer Course: This should be offered at least once per year to police officers with training responsibilities. It should be a 40-hour program with emphasis on methods of instruction and availability of curricula, lesson plans, materials, etc.

Alternatives were developed for the four courses and for MPTC's role as coordinator.

CRIMINAL INVESTIGATION COURSE

- ALTERNATIVE #1: MPTC staff develop and make this course available to all Connecticut police officers with full-time criminal investigators.
- ALTERNATIVE #2: MPTC presents course to those agencies, without training staff, at the CPA and certifies course at established academies.
- ALTERNATIVE #3: MPTC requests F.B.I., State Police, ATF, or other agencies to present this course on a scheduled basis at the CPA.
- ALTERNATIVE #4: MPTC contracts with college or university to present this course to eligible municipal officers.
- ALTERNATIVE #5: MPTC staff develops video-tape or correspondence course for eligible officers to include testing material to monitor student progress.

TRAFFIC SUPERVISION COURSE

- ALTERNATIVE #1: MPTC staff develops and offers this course to eligible officers at the CPA.
- ALTERNATIVE #2: MPTC contracts with college or private agency (e.g., NUTI, IACP, etc.) to offer this course on a regularly scheduled basis.

ALTERNATIVE #3:

MPTC develops video-tape and/or correspondence material for this course and offers it to eligible personnel.

POLICE PLANNING COURSE

ALTERNATIVE #1:

MPTC staff develop and offer this course at the CPA.

ALTERNATIVE #2:

MPTC contracts with private agency or college to offer this course on a regularly scheduled basis.

POLICE INSTRUCTOR COURSE

ALTERNATIVE #1:

Contract with New Haven Police Department to train all police instructors.

ALTERNATIVE #2:

MPTC develops and offers police instructor course.

ALTERNATIVE #3:

Contract with colleges to train police instructors.

OTHER SPECIALIZED COURSES

ALTERNATIVE #1:

MPTC simply acts as coordinator and certifying body for agencies wishing to offer short courses at CPA facilities.

ALTERNATIVE #2:

MPTC takes an active role in identifying specialized training needs and offering or causing to be offered courses to meet such needs.

--Decisions/Consensus. In the course of sub-committee deliberation several changes were made. The traffic course was amended to read, "Police Traffic Supervision and Accident Investigation." And the police planning course was amended to read, "Management Planning and Systems Development."

Aside from these changes, the idea of the four courses were generally agreed upon and more active roles for MPTC in specialized training course coordination were generally agreed upon.

Specific alternatives suggested included:

--Criminal Investigation: #1 and #3

--Traffic Supervision and Accident Investigation: #1 and #2

--Management Planning and Systems Development: #1 and #2

--Police Instructor Course: #2 and #3

7.5 Specialized Services

One decision was asked.

Decision #7: Approve the concept of a centralized training registry to be maintained at Meriden -- and the other tasks assigned to the field representative: (1) Maintenance of training records for all sworn personnel in the state (i.e., the training registry); (2) maintenance of a perpetual inventory of local and regional training facilities, equipment and other resources; (3) working with the "designated" training officers in each agency; (4) conduct of annual training program audits; and (5) service as a training instructor as needed.

--Decisions/Consensus. Generally agreed to.

7.6 Standards

Throughout much of the preceding materials standards have been mentioned, e.g., increasing the mandated hours from 160 to 400, mandatory promotional training for newly promoted supervisors, among others.

Decision #8 called for approving ...the concept of developing mandatory selection, certification and career development standards. In the course of its deliberations, the Professional Development Sub-committee evidenced interest in setting standards in two important areas: police trainer certification and recruit school certification standards.

In addition, four standards developed by the National Advisory Commission on Standards and Goals were reproduced; they concerned*

--State Mandated Minimum Standards for the Selection of Police Officers (standard 13.4)

--The Selection Process (Standard 13.5)

--Educational Standards for the Selection of Police Personnel (Standard 15.1)

*See Appendix D for full text.

--Instruction Quality Control (Standard 16.6)

--Decisions/Consensus. These issues were much too broad and complicated to reach a consensus. Generally, there was sentiment for broadening MPTC powers rather than creating a new Board for purposes of selection or certification.

7.7 Facilities

Completion of the facilities at Meriden is and will continue to be a high priority with the Council and its staff.

Decision #9...asked...List needed physical facilities in priority order and make this priority listing a matter of record.

In the course of its deliberations, the Professional Development Sub-committee opted for the following priorities: (1) the outdoor range; (2) gym and training tank; (3) air conditioning; (4) additional dormitory space; (5) driver track and skid pan.

--Decisions/Consensus. The Council generally agreed with the priorities and as the subcommittee favored generally agreed with a rewording of item #2 to read: (2) gym, training tank, crime scene and operational training areas and an audio-visual laboratory.

7.8 Funding and Allied Matters

Three decisions were presented:

Decision #10: That in addition to its approval of the Bloc Grant from the CPCCA to be administered by MPTC, and the concomitant acceptance of primary responsibility for police training in the state, that a plan, program and budget be determined as soon as possible.

Decision #11: Approve the concept of an independent source of funds to finance police training in the state based on a portion of criminal and traffic fines.

Decision #12: Approve the concept of an MPTC-sponsored and administered educational scholarship and/or wage incentive plan.

--Decisions/Consensus. With regard to Decision #10, there was general consensus on the use of \$203,000; the balance would be spelled out in the plan:

Grant Administration	\$ 17,000
NEILEM (Babson)	\$ 50,000
Longer Recruit Training	\$ 36,000
Outdoor Range	\$ 50,000
Police/Law-related Courses	\$ 50,000
	\$203,000

Generally, there was an agreement on the need for an independent source of funds.

A scholarship fund, particularly if LEEP funds are withdrawn, was favored by some; for the most part an educational wage incentive was not well received.

7.9 Miscellaneous Matters

Two very important "miscellaneous" matters were considered. One involving the several organizational recommendations particularly the power of the Council vis a vis those of the Executive Director. The other dealt with the creation of a Criminal Justice Training Center.

Decision #13: Approval of the several organizational changes recommended in... (an earlier) report including:

- (1) Broadening membership of the Council (as noted elsewhere).
- (2) Defining powers of the Council to include:

--The power to hire and fire the Executive Director

--Power to enact rules and regulations governing MPTC responsibilities and set written policy guidelines for the Executive Director to implement.

--Power to require the preparation of an annual operating plan by the Executive Director and power to approve or disapprove an operat-

ing budget to carry out the plan;

--Power to require written quarterly progress reports from the Executive Director regarding plan fulfillment.

--Power to sit as an appeals board if charges are brought against any member of the staff by the Executive Director.

(3) Defining the role of the Executive Director to include:

--Formal authority and responsibility for program operations and power to plan, direct and control activities of the staff and operations generally including the complete training program.

--Power to appoint subordinate employees with the approval of the Council;

--Power to fully participate in deliberations of the Council including addressing communications to the Council, introduction of resolutions or motions and the power to participate fully in all oral deliberations.

Decision #14: Investigate the desirability of accommodating other justice agencies at Meriden (in an expanded facility) toward the objective of creating a Criminal Justice Training Center.

--Decisions/Consensus. There were no decisions or consensus positions regarding these two items.

In addition to #13 as stated above, the following related matters were considered: (1) three year terms of office, rather than two for Council members; (2) adding a police educator and director of training from private industry to the Council; (3) appointment of the eight Chiefs of Police from various sized communities (e.g., 2 each from over 75,000, 40,000 to 74,999, 25,000 to 39,999, under 25,000); (4) abolition of the Council's Committee Structure and substitution of the use of ad hoc committees; and (5) the implementation of Decision #15 suggestions by Council resolution rather than by amendment of the enabling legislation.

The other decision (#15) evoked a call for the use of the Academy by police only rather than a broadening to include the Criminal Justice community.

APPENDIX A

A REPORT TO THE GENERAL ASSEMBLY
FROM THE
COMMISSION FOR HIGHER EDUCATION

Pursuant to Senate Joint Resolution No. 124 of the
1969 General Assembly regarding Higher Education
Programs in Police Science and Law Enforcement

January, 1971

The Commission for Higher Education
Box 1320
Hartford, Connecticut 06106

(Retyped for Inclusion in this Report)

A Report to the General Assembly
from the
Commission for Higher Education

The Commission for Higher Education presents herewith its recommendations pursuant to Senate Joint Resolution No. 124 of the 1969 General Assembly:

Resolved by this Assembly:

That the Commission on higher education shall develop an overall education program in the field of police science and law enforcement, including expansion of programs leading to the associate in arts degree and the development of four year courses and post graduate work and shall make a report of such study with recommendations for necessary legislation to the 1971 session of the general assembly on or before January 15, 1971.

The recommendations herein presented are prefaced by information concerning educational programs in law enforcement nationwide and in Connecticut.

Staff members have reviewed a number of studies by other organizations, including several out-of-state reports. These sources are listed at the end of this report.

In particular, the Commission has benefited from the counsel of knowledgeable individuals and agencies in the field of law enforcement in Connecticut. Among those to whom we are indebted for their ideas and suggestions are the following:

Thomas P. Connors, President
Connecticut Association of Police Education
Manchester Community College

John R. Conway, Chairman of Law Enforcement Department
University of New Haven

Mrs. Kathryn Feidelson, Assistant Director
Connecticut Conference of Mayors

Arthur L. Green, Director
Commission on Human Rights and Opportunities

James Herlihy, Executive Director
Municipal Police Training Council

Albert Ilg, President
Connecticut Town and City Managers' Association

Manny Jainchill, Assistant to Executive Director
Governor's Planning Committee on Criminal Administration

Joseph Kenny
Criminal Justice Planner - Police
Governor's Planning Committee on Criminal Administration

Richard C. Moore, President
Connecticut Association of Chiefs of Police

Leo J. Mulcahy, Commissioner
State Police Department

Belden H. Shaffer
Institute of Public Service
University of Connecticut

David R. Weinstein, Deputy Director
Connecticut Planning Committee on Criminal Administration

Leslie W. Williams, Lt. Col.
State Police Department

It should be noted, however, that the recommendations contained in this report reflect the best judgement of the Commission for Higher Education and do not in any way construe endorsement by the personnel of other agencies who were consulted.

I. NATIONAL SITUATION

Demands for more and better qualified policemen are escalating. By 1980, it is estimated that the United States will need 360,000 police officers, an increase of more than 27 percent over the 285,000 full-time policemen and women employed in 1968.*

In addition to the more than 75,000 police officers needed to fill new positions over the 1968-80 period, nearly 100,000 will be needed to replace those who die, retire or leave the profession for other reasons. During the next decade, therefore, it is expected that annual police openings, nationwide, will average close to 15,000, including positions for women who currently comprise about five percent of all police officers.

Obviously, new sources of police personnel must be found, personnel who are sufficiently prepared to cope with contemporary social problems.

Most police departments currently require a high school diploma as a prerequisite for obtaining a position. In some departments, post-secondary education in the form of one or two years of college is required. Others employ law enforcement students as police interns.

In 1968, 1,840 persons graduated from law enforcement programs of less than four-year duration. This number will have to expand rapidly to keep pace with the increasing demands of police departments for personnel with post-secondary training in sociology, psychology, minority group relations and other general education subjects.

* From "College Educated Workers," Bulletin 1676, U. S. Department of Labor, Bureau of Labor Statistics, U. S. Government Printing Office, Washington, D. C.

Across the country, only about five percent of police are college graduates.* In the Pacific states, it is estimated that 25 percent of police have college degrees, and another 54 percent have some post-high school education. A majority of police in the eastern states have not had any higher education. About 15 percent have not finished high school.

Increase in Degree Programs

Reportedly, law enforcement degree programs have been increasing in recent years. In 1968, they enrolled some 32,000 students--half of them inservice policemen--in 234 educational institutions. By the end of 1968, 199 community colleges were offering associate degree programs in law enforcement, with enrollment reaching 24,000. Baccalaureate programs in law enforcement doubled between 1963 and 1968, when 8,378 students enrolled in 44 institutions.

Two variants to the community college, four-year and graduate programs in law enforcement are work-experience programs and one-year certificate programs. The latter is usually intended to provide transfer credits applicable toward an associate degree.

* Upgrading the American Police by Charles B. Saunders, Jr., The Brookings Institution, Washington, D. C., 1970.

II. THE CONNECTICUT SITUATION

Connecticut in 1968, employed approximately 6,780 police, marshals and sheriffs. By 1975, the Connecticut Labor Department estimates that 9,020 will be needed. This represents a 33 percent rise in seven years, compared to the national projection of a 27 percent increase over a 12-year period*

Due to the increasing complexities of law enforcement in a rapidly growing population with all the attendant societal problems, it is not only probable but desirable that the additional personnel have some post-secondary education. The Connecticut Planning Committee on Criminal Administration in its May, 1969, report, The Administration of Criminal Justice in Connecticut recommended that "all police departments raise their minimum entrance standards for regular personnel to require a high school diploma or its equivalent, and the goal for the future be to raise these standards to require a two or four year college degree."

According to the CPCCA report, 60 percent of the Connecticut police departments responding to a survey indicated that their minimum educational requirement is a high school diploma; 34 percent require at least a high school equivalency certificate, and six percent accept applicants with less than a 12th grade education.

At present, varying with the size of municipality, between 66 percent and 85 percent of Connecticut's police officers have never attended college (See Table 1). This is not surprising when police program availability is considered. Only two of the State's 28 four-year institutions (public and private) offer programs in police work, enrolling 257 full-time and 474 part-time students (See Table 2).

* From "Occupational Outlook, 1968-1975," Connecticut Labor Department, Employment Security Division.

Table 1*

PERCENT OF POLICE OFFICERS WITH COLLEGE TRAINING
DISTRIBUTED BY THE AMOUNT OF EDUCATION
RECEIVED IN EACH OF THE POPULATION GROUPINGS

Police Officers	100,000 and Over	50,000 to 99,999 Urban	25,000 to 99,999 Suburban	25,000 to 49,000	Under 25,000
Attended college, but did not receive a degree..	15.5	14.9	33.7	23.2	21.8
Now enrolled with a 2-year associate degree.....	4.0	0	0	2.6	1.0
With a bachelor's degree....	2.2	0.4	0	0	0.2
With a graduate degree	0	0	0	0	0.3
Never attended college	<u>78.3</u>	<u>84.7</u>	<u>66.3</u>	<u>74.2</u>	<u>76.7</u>
	100	100	100	100	100

Table 2

Four-Year Programs in Law Enforcement

University of New Haven **	Students--December, 1970	
	<u>Full-Time</u>	<u>Part-Time</u>
New Haven	238	302
New Britain		50
New London		60
Waterbury		<u>36</u>
	<u>238</u>	<u>448</u>
University of Hartford***	<u>19</u>	<u>26</u>
Total for Connecticut	257	474

* The Administration of Criminal Justice in Connecticut, Connecticut Planning Committee on Criminal Administration, May, 1969.

** UNH offers bachelor programs in both police administration and police science.

*** UH offers a bachelor program in public administration with major in police administration.

Four of the State's 10 two-year community colleges offer programs, enrolling 202 full-time and 200 part-time students (See Table 3).

Table 3

Community College Programs in Law Enforcement

<u>Community Colleges</u>	<u>Students--December, 1970</u>	
	<u>Full-Time</u>	<u>Part-Time</u>
Manchester	77	119
Mattatuck	40	0
Northwestern	23	2
Norwalk	<u>62</u>	<u>79</u>
	202	200

Some concerns

Any effort or plan to upgrade law enforcement departments following the mandate of the President's Commission* must confront a host of issues. Some of these are indicated here, with particular reference to Connecticut, but are by no means all-inclusive.

Certainly compensation is a major problem. Police salaries are generally not competitive with other professions whose ranks comprise a large number of college educated personnel. Starting salaries for policemen in Connecticut are generally above national averages but would appear to be insufficient to attract or retain college graduates.

Depending upon the size of municipality, a patrolman's salary ranges from \$6,000 to \$8,000. Pay increments within and between grades are relatively small. To encourage college attendance--indeed, to require such attendance for entry and promotion it is clear that model structures for pay incentives

* President's Commission on Law Enforcement and Administration of Justice

and differentials must be explored, current structures reviewed, and necessary revisions implemented.

Promotion policies must also be examined and amended to accommodate new personnel requirements of higher education. To ask a man to invest time and money in a college education and then require that he submit to time-in-grade policies that do not allow him or the department to capitalize upon this education clearly contradicts intentions of professional improvement. In Connecticut, some departments are working toward more flexible promotion policies and are creating new and unclassified ranks.

Higher education institutions in the State are participating in a financial aid program under the Omnibus Crime Control and Safe Streets Act of 1968, providing loans to persons interested or actively engaged in law enforcement who wish to attend college. So far, recruiting on college campuses has not been extensive.

Lack of Consensus

In attempting to formulate guidelines for educational programs to improve the fields of police science and law enforcement, the Commission for Higher Education had to confront a very fundamental dilemma. The President's Commission on Law Enforcement and Administration of Justice stated that the United States "must mount an effort on state, regional, and national basis" to improve the educational standards of law enforcement personnel and to upgrade the calibre and performance of the departments of criminal justice. Furthermore, the Connecticut Planning Committee on Criminal Administration, in its 1969 report, noted that all police departments should raise their minimum entrance requirements as quickly as possible.

On the other hand, there is no unanimity as to what constitutes adequate preparation for the contemporary law enforcement official. Specifically, agreement has not been reached as to how much or what level of education is most suitable for particular law enforcement positions and on what constitutes

appropriate curricula to prepare for these positions.

Some of the needs are:

- # Firmer policy spelling out the influence of higher education in such areas as police recruitment, promotion and retention.
- # Clearer delineation of the characteristics that are desirable in today's law enforcement officials.
- # Closer agreement as to what constitutes adequate higher education for police and law enforcement personnel.
- # Better identification of specific positions that might be attractive to college graduates.
- # More research documenting what effect higher education of a broad general nature has on the quality of law enforcement.

To be sure, the field of criminal justice is not alone. Virtually all professions are currently having to reassess standards and preparatory programs. It can be said, however, that the problem for law enforcement professionals is critical as they become burdened with problems and new responsibilities whose complexity or intensity are not predictable.

Only a few states--such as California, New Jersey and Georgia--have set up anything approaching a master plan or statewide guidelines for programs of higher education in fields related to law enforcement. While there may be some elements in these plans that are applicable to the needs and educational resources of Connecticut, there are no models totally adaptable to the State. A continued joint effort of college personnel working closely with police officials is going to be required in order for Connecticut to achieve widespread professionalism in law enforcement. Fortunately such efforts are being made in the State.

The recommendations which follow in the next section are offered in a spirit of furthering and strengthening these cooperative endeavors to meet the needs of Connecticut's law enforcement professionals in the coming decades.

III. RECOMMENDATIONS

A review of the status of the whole field of criminal justice, plus consultation with leaders in police and law enforcement in Connecticut, led the Commission for Higher Education to submit the following 15 recommendations:

1. Joint Campaign

To be effective, programs designed to improve the quality and professionalism of law enforcement must be planned and undertaken jointly by the educational institutions, PCCA, the law enforcement agencies and other pertinent agencies including representation from local police departments.

Agreement must be reached as to what constitutes adequate and desirable education for police and other law enforcement officers. Both the educational institutions and the law enforcement agencies will need to achieve greater flexibility in scheduling in order to provide educational opportunities for working personnel.

2. Academic Programs

Taking into account the fact that the large majority of Connecticut's police officers have not had any post-secondary education (See Table 1) it appears wise at this time to continue the educational thrust that has already begun at the two-year community college level.

Support should also be given to the expansion and growth of four-year and graduate programs.

The location and character of these programs should be developed in accordance with the recommendations of the President's Commission on Law Enforcement and Administration of Justice, the Connecticut Planning Committee on Criminal Administration, and other authoritative services.

3. Joint Use of Faculty

Academic institutions should be encouraged to make joint use of specialists in the application of certain disciplines to law enforcement work. Precedent for joint appointments of faculty has already been set by such prestigious institutions as Harvard and M.I.T.

Such sharing of talent, as in other collegiate fields, would maximize the talents of teachers and make courses available to more students at more locations.

4. Built-in Flexibility

College level courses for criminal justice should be offered with the flexibility of programming to suit individual needs that is currently being considered for other collegiate programs. Such educational techniques include independent study, programmed learning and the use of other modern methods of learning to augment classroom work.

5. Heterogeneous Classes

Law enforcement students, insofar as possible, should attend classes with students preparing for other fields. There is no justification for separating them from "civilians" and treating them as a homogeneous group in general education courses. Both groups, in fact, may profit from the mix, and it will make scheduling easier for the institutions.

6. Alternatives to the Classroom

In higher education, it is becoming increasingly apparent that teaching and learning can take place in many locations other than the classroom. Similarly, in police science it is not necessary to hold all classes on campus if there are other facilities and institutions in the community that are more appropriate to the educational purposes of the programs. Teaching can go on both in the classroom and elsewhere.

7. Specialized Seminars

To meet specific, limited-range educational needs of inservice personnel, non-credit, short-term courses, seminars and institutes should continue to be set up and conducted in cooperation with local police departments. Although outside the credit program, they would serve as another dimension of the academic involvement in the education of criminal justice personnel.

Subjects lending themselves to seminar treatment might include:

Drug addiction---symptoms, treatment, prevention, agencies providing rehabilitation.

Student unrest---causes, rights of students, existing laws and how they can be applied by administrators and police, how to handle violence, bomb scares, demonstrations, riot control.

Communications---how to listen, non-verbal communications, customs and mores of various ethnic groups, ways to change attitudes and to generate desired behavior.

Urban problems---relation of poverty and crowding to crime; racial relations; gang warfare and motivations behind it, differences between dealing with adults and juveniles or youths.

Rural problems---ways to cope with a wide variety of duties with very few supportive specialized services--drug, riot, bomb squads--such as are available to urban police. Members of a small police force, therefore, need broader training and constant updating on problems that are spreading to rural and suburban areas--problems such as drug traffic and student disorders--which were formerly unheard of outside the cities.

8. Work-Experience Programs

This recommendation goes beyond the usual work-study program. It envisions the collaboration of the two-year colleges with the local law enforcement agencies along the following lines:

- 1) The local agencies would recruit from the high schools, as most of them currently do.
- 2) Recruits would get their basic training within the department, their

general education by attendance at a community college, while receiving some compensation for their work within the department.

- 3) Recruits would be required to complete their two-year degree program before being sworn in as full members of the force.

9. Recruits from College

Counsellors should point out to general education students in college the ever-widening opportunities for community service through the law enforcement agencies, and encourage those agencies to recruit at the colleges.

Technical training would, of course, be given by the law enforcement agency, just as business frequently offers on-the-job training to new recruits.

A post-graduate fellowship in law enforcement, sponsored jointly by the college and the law enforcement agency, might prove an incentive to some students to join the program.

10. Continuity between Two-Year and Four-Year Programs

Further means must be found to facilitate transfer with full credit from the two-year to four-year programs, and full credit transfer between institutions offering similar degrees.

At first, this will have to be an interim agreement between institutions, due to the variance in program offerings. Once a consensus has been reached among educators and the professionals in law enforcement as to what standards and training are desirable, criteria for transfer of credits can then be standardized.

An appropriate means for creating guidelines for transfer of credits would be the Subcommittee on Transfer Policy of the Commission for Higher Education, working in concert with representatives of the law enforcement community.

Any educational institution seeking approval for a program in law enforcement should be required to indicate what provisions it is making for the acceptance of transfers from other institutions.

11. Role of the Four-Year Institutions

The four-year programs can contribute immeasurably to upgrading the calibre and performance of departments of criminal justice, as recommended by both the President's Commission and the Connecticut Planning Committee on Criminal Administration.

The four-year institution can help, for example, by accepting as a transfer student the patrolman who had two years of college and wants to go on to get a four-year degree. It can help him to become more capable of decision-making and problem-solving, in order to prepare him for an administrative job, as well as helping him to become a better individual.

The four-year programs should, in fact, seek to graduate students better equipped to fill upper echelon jobs in almost any aspect of law enforcement.

12. Graduate Programs

Graduate programs should be developed to accommodate criminal justice personnel in one or two major institutions that already have graduate faculty in related programs, such as management, law and social work, and that have appropriate library facilities.

13. Institute of Criminal Justice

Consideration has been given to the establishment of an Institute of Criminal Justice in Connecticut. It is important that serious attention continue to be focused on this possibility.

14. Research

Funding for research is imperative. Offering more courses recruiting more students will have limited effect unless the educational programs are based on more definitive answers to some of the following questions than are available at present:

a) What training and education are needed by law enforcement officers to make them effective in today's socio-economic environment? What is the relationship of higher education to in-service training and the training of recruits?

b) What is the definition of the policeman's role in the community? What should his role be?

c) Is there a gap between what communities expect of policemen and what they are trained to perform? If so, what types of training and education would be desirable to help him fulfill his role in society more effectively?

d) Can standards of performance be set for the law enforcement profession, as they are for medicine, nursing, etc.? What should those standards be?

e) On what criteria should performance be evaluated? What mechanism can be established for evaluating personnel and relating this performance to curricula, so that the educational programs can be kept timely?

15. Planning Board

In order to continue the development of appropriate higher education programs in law enforcement and police science, it is recommended that there be appointed a Task Force with members to be recommended by the Planning Committee on Criminal Administration in concert with the Commission for Higher Education. Representatives on the Task Force should come from crime control and law enforcement agencies, the legal profession, higher education, and civic leaders.

Such a Task Force should advise as to appropriate specifications for law enforcement programs; methods of review, updating and revision of curriculum; and evaluation of progress of graduates of higher education programs.

The State of Connecticut must be committed to give continued attention to the improvement of the development of pertinent higher education programs which can best serve the needs of the State in police science and law enforcement. The Commission for Higher Education, in evolving such programs, is committed to work in conjunction with the Planning Committee on Criminal Administration, law enforcement and other pertinent agencies, including representatives of local police departments.

Probably no professional field affects the quality of life of more persons than does law enforcement. Determining what makes law enforcement personnel most effective and educating them for their ever-widening and changing role in society is among higher education's top priorities.

E N D

SELECTED SOURCES

The Administration of Criminal Justice in Connecticut. Connecticut Planning Committee on Criminal Administration. May, 1969.

The Challenge of Crime in a Free Society. U. S. President's Commission on Law Enforcement and Administration of Justice. Government Printing Office, 1967.

Education in Criminal Justice. Richard A. Myren. California Coordinating Council for Higher Education. September, 1970.

Law Enforcement Education Program Manual, 1969. Office of Academic Assistance, Law Enforcement Assistance Administration. U. S. Department of Justice, 1969.

A Master Plan for Law Enforcement Education in New Jersey. New Jersey Department of Higher Education. May, 1970.

A More Effective Arm. Ford Foundation. June, 1970.

Police Science Degree Programs in Georgia Colleges. Institute of Government, University of Georgia. 1970.

Upgrading the American Police. Charles B. Saunders. Brookings Institute, 1970.

APPENDIX B

MUNICIPAL POLICE TRAINING COUNCIL
MINUTES OF
NINETY-SECOND MEETING

(Retyped for Inclusion in this Report)

MUNICIPAL POLICE TRAINING COUNCIL
MINUTES OF NINETY-SECOND MEETING
HELD APRIL 5, 1973
CONNECTICUT POLICE ACADEMY
MERIDEN, CONNECTICUT

1. The Regular Session opened at 10:15 A.M. after the Executive Session was waived. Present were: Vice Chairman Chief Berniere, Secretary Chief Moore, Chiefs Bell, Kerrigan, McNamara, Ranslow, Commissioner Fuessenich, First Selectman Goodspeed, Professor Schaffer, S. A. Deary (representing S.A.C. Weeks) and Executive Director Hannon. Also present were: H. Roland Sterrett, Executive Director, and Benjamin Goldstein, of the Connecticut Planning Committee on Criminal Administration, and Messrs. Frank J. Leahy and Edward Fennessey, of Planning Research Corporation.

2. Acting Chairman Chief Ieno T. Berniere opened the meeting and immediately turned it over to Mr. H. R. Sterrett, for a statement on training goals and how the Planning Committee, with LEAA funds, can help the Council with its mandate for police training.

One of the mandates to the Planning Committee from the Governor was to help upgrade and professionalize police officers through training and education. The Committee has spent just under \$1,000,000 since 1969 on training - the majority in police training. The SPA has funded 79 training projects. Mr. Sterrett said that he feels Planning Committee Funding lacks a central direction in the Police Training area. He did not think we are achieving any long-range goals with the various programs that are being funded. The only exception was, perhaps, The Babson Program. He felt that the SPA was spending money that could be more wisely spent by the MPTC in a mutual effort to upgrade police training.

He spoke of the Washington Conference on National Criminal Justice Standards and Goals. The results of the Conference will be mailed to all of the Connecticut Chiefs. There was a heavy emphasis on upgrading police training nationwide. A recurring theme from some of the Connecticut Chiefs was the need for in-service, Supervisory, Administrative and Management training to upgrade the professional skills of Connecticut Police Officers. Someone in Connecticut has to assume the leadership role in this area. That "someone" should be the MPTC. Some of the aspects of this leadership goal would be to set higher standards for police, and to provide more and better training for our Police Officers in Connecticut. SPA looks for this leadership to better utilize LEAA funds. And, thirdly, to set up a central direction - Where are we headed in the long range? What do we want to accomplish, and how are we going to get there? Mr. Sterrett said the SPA, with the exception of Major Goldstein, has no expertise in this area. They do have money, but do not have the staff that can accept a leadership role in the area of police training. The initiative should be with the MPTC, and the Planning Committee should be in a supportive role of the MPTC; with staff, if possible; certainly with funds, which are available.

Mr. Sterrett made reference to the presence of members of the P. R. Corp., who received the contract with the MPTC to study training needs. The SPA looks forward to their report, to lead the way for in-service and Supervisory training. It should produce a long-range plan, like a Manual. The Council should address such things as upgrading training, the quality of Instructors, the curriculum, more training for Instructors; Teach the Teachers. Should the recruit program be five weeks, or 25 weeks? He remarked that the New Orleans P. D. has a 17 week training period.

Mr. Sterrett summed up the recommendations:

The Council assume the leadership role that it has already taken - from recruit training to management training.

The Council consider standards, using the Washington, D. C., Conference material as a jumping off point.

He would like to discuss with the Council the possibility of a block grant for the purpose of police training. He gave examples of block grants in group homes. Some \$700,000 for 15 group homes will be spent this year. The block grant to the Council could be used several ways; to enter into contract with people even outside of the Academy, like the Arnold Markle Course. The framework of the curriculum would be set up by the Council; the Council would be the central, coordinating body that would oversee the type of training our police officers receive, as opposed to the Planning Committee.

Mr. Sterrett asked the Council to consider appointing what he called an "Ad Hoc Training Advisory Committee." He said he has met with a number of outstanding training officers, some civilians and some educators; possibly someone from business or from University of New Haven or UCONN. This Committee could take a look at police training in Connecticut and make suggestions to the Council. He realizes that every member of the Council is extremely busy, and he does not see how they are able to fit in the things that they now fit it, let alone undertake our intensive survey of police training. This Committee should be made up of people that the Chiefs' trust and know are good people, along with some businessmen and educators.

He said that, because of Ben Goldstein's expertise in the police training area, he would like to make Ben available to work with this Advisory group to feed into SPA's plan its hope to approach the police training problem from the block grant angle. Ben would meet with the Committee and explain LEAA's guidelines.

He said that he thinks the State of Connecticut is at the point where it has to look toward the upgrading of our police officers, and that he thinks there is only one body, and that is the MPTC. The SPA has the LEAA funds to support this effort. This year, alone, \$212,000 will be spent on the training of police officers, and about \$50,000 going to Babson.

Mr. Sterrett said that he would also like to talk about the skid pan and the pistol range, but primarily the training situation. That concluded Mr. Sterrett's presentation, and Acting Chairman Berniere asked for questions. Chief Ranslow asked if this plan meant that all requests for police training in Connecticut would have to come to the Council.

Mr. Sterrett said that the Council would have the "power of the buck". This money would be allocated to the Council, and others would apply to the Council. The Council would determine the value of the course and decide which one deserved funding. He gave examples of monies available and monies requested. The Council would sit as experts in deciding which programs should be funded and in what part of the State.

Professor Schaffer asked about an appeal from a disappointed applicant going to the SPA. Mr. Sterrett said that the Council would have the final decision. He said that he is talking about \$250,000, and that the Council would probably receive applications for \$400,000. He said that the Council and the SPA would have to sit down and see what the long-range goals are; how will the Council spend the money? Will the emphasis be on entry level training or supervisory level training? He said that this is not a blank check, and that, when once the MPTC and the SPA concur, the SPA would award one block grant

and the money is then the Council's.

Chief Ranslow asked if there was money available to administer this program. Mr. Sterrett said "Yes", but that he gets quite concerned about spending so much for staff, and then what is left for the sworn officer?

Mr. Hannon asked Mr. Sterrett if the Council could enter into contracts with organizations like the American Management Assoc. for some management programs. Mr. Sterrett said "Yes". The Council should decide if this is what is needed. If it is needed, and MPTC thinks that AMA is the best, it could contract with AMA for such a program.

Mr. Hannon asked if the standards Mr. Sterrett spoke of were selection standards or training standards. Mr. Sterrett said that he would like to talk sometime about the broad spectrum of all standards for police. As a starting point, SPA would be looking to the MPTC to establish minimum training standards. He told Mr. Hannon that, if someone came in with an application that the Council did not feel met the needs established by the Council, the application would be rejected.

Mr. Sterrett referred to the Ad Hoc Committee at UCONN on Criminal Justice Training. He said he was impressed with them, and this could be a resource for us.

Chief Berniere asked if any of the block grant money could be used for any construction here at the Academy, such as the range or the skid pan.

Mr. Sterrett said it could. It could be awarded, if the Plan filed with the SPA included that phase of construction; the money could be awarded.

Mr. Sterrett mentioned that the Governor received a letter from the Fairfield County Chiefs, and that he, Mr. Sterrett, had met with Chief Carlo of Bethel, Chief Berniere and Mr. Hannon, and talked about the possibility of funding the range and the skid pan. He said he would need a very clear justification for such things as the range and skid pan. He said this should be done right now, and that this would give him the opportunity to rewrite the justification for presentation in Washington, D.C. He said that he knows that the training tank and the gym does not have the priority right now. He said that it would be hard for the Council to justify the use of previous LEAA funds for the tank and gym, when they cannot now meet the training needs of the State. He did feel that very serious consideration could be given to the range and the skid pan, because of the need for firearms training and skid pan training.

Mr. Sterrett, in reply to a question by Chief Ranslow, mentioned the fact that LEAA will not be giving Babson and Discretionary Grants to continue its operation, and that the states will be asked to pick up the tab. Their entire budget of \$202,000 will be divided: 50% Mass., 26% from Connecticut and 24% from the other four New England States. He said that, with the Council controlling the training monies, they may see fit to invest the \$50,000 that is now being given to Babson into a management training program here in Connecticut.

Mr. Sterrett said that, under the new Revenue Sharing program that replaces the Safe Streets Act in June, the LEEP money would come to the states. Currently, there are 10 colleges in Connecticut sharing upwards of \$600,000 under the LEEP program. This would become the Planning Committee's responsibility. They could do away with LEEP entirely, or even double the money now given to LEEP. He said that the Council would be expected to guide the

Planning Committee as to what programs should be continued.

Mr. Goldstein said that the block grant concept would make the Council the "Super Boss" in the area of police training. He said that he hopes the Council take advantage of the Consultants to get exactly what they want in this study to guide them in any long-range planning.

Mr. Deary asked if it was possible to use funds to help reimburse the towns for the men they have in training here. Mr. Sterrett said it is now, and could be possible in the future, and this could be an area of study by the training committee if the Council decided to go that route. Mr. Deary said that the recruit schedule of 160 classroom hours could be 320 hours, but the cost factor to the towns is something that has to be considered. Mr. Sterrett repeated that was a possibility - to pay for the maintenance of the men.

Mr. Goldsteing said that the Council could also send a corps of instructors out into the field and hire a facility, paying for the facility out of the training funds. The Council could also hire instructors that the Council knows are capable, and have them conduct a Regional School.

Chief Ranslow asked Mr. Sterrett if the Council took the block grant, would it help to get the skid pan and the range in 1974 monies. Mr. Sterrett stated the range and the skid pan are under serious consideration by the SPA staff. A discussion on the needs for a good range and the need for night training followed.

Mr. Sterrett ended his presentation and asked to be excused, as he had to leave for Washington, D. C. He said he looks forward to hearing from the Council.

A short recess of 10 minutes was called. The meeting resumed at 11:15 A.M.

3. Professional Development Committee. Chairman Professor Schaffer referred to a letter from Thomas Porter, of Central Connecticut State College, directed to Mr. Hannon. He had talked to Mr. Porter on the phone. They have a transfer program whereby students who have completed planned programs of at least 18 hours in police science or law enforcement courses in another college may transfer to Central and receive credit. Instead of getting their heavy concentration in their junior or senior years, they can invert their major. They can major in a two year college and complete their program in a four year college. They can get full credit for these courses in a 4 year college.

Professor Schaffer had received a call from Frank McLain, who works for the Commissioner of Higher Education. They have to report to the General Assembly next year on their Master Plan. He asked if the Council would be interested in reacting to what they have done so far. He said we should be interested in seeing that there is some provision in the plan for law enforcement. We can turn these reports over to the Consultants. He has given him two sets of eight interim reports, and for each member of the Council a summary. He distributed these to the Council. He asked that the Council send its comments to him or the Director, or we can discuss this at the next Council meeting.

Messrs. Frank Leahy and Edward Fennessey, of Planning Research Corp., were introduced to the Council. Copies of the agreement were distributed. Mr. Hannon said that Attorney Frank Rogers, of the Attorney General's staff, was in the hospital, but these agreements are now ready for his signature. He invited Mr. Leahy to address the Council.

Mr. Leahy said they began the project last Wednesday. They have several people in their Washington office collecting material on training throughout the country. Another person is preparing a questionnaire, as a base for judgements. Their next task will be production of a work plan, to be presented to the Council for approval. Their original target was the middle of next month. They hope they can complete this and have it available for the meeting the first part of May. They will present a copy of the detailed work plan. He asked the Council if there were any items of information the Council wants included in the questionnaire which is going out to the field. It is a two-page questionnaire. They will be interviewing Chiefs, and this will be sent to all Chiefs in the State.

Mr. Deary suggested asking them to project how many recruits they expect. Could they stand 8 weeks of training, instead of 4? If we have the training staff here, how many would they be willing to send for training? What is the extent of their firearms training - indoors and outdoors? Night and day? Professor Schaffer said there had been discussion this morning about the gymnasium and training tank. He said he would like to build up some statistics on the need for these facilities. He hoped the study would show this need.

Chief Berniere said he had personal experience along this line when he received applications for filling the position of recruits. He had 40 applicants and sent them down to Payne-Whitney gym at Yale. 7 of the applicants didn't show up because they couldn't swim. He said some small department might hire a man, and unless he sent him for a program for physical fitness,

CONTINUED

3 OF 4

such as the one at Yale, his Chief might never know that the man cannot swim, until a crisis arises. He thinks physical fitness is very important. With all the neighborhood swimming pools around now, it is very important for a policeman to be qualified in swimming. He said it would be an awful thing for a little baby to be struggling in a pool and a policeman standing by helpless to help him because he couldn't swim.

Mr. Deary said at the FBI School, out of 14 weeks training, 55 hours of physical fitness is given - an hour a day for 53 days - physical fitness and defensive tactics.

Professor Schaffer suggested Messrs. Leahy and Fennessey give the Council copies of their presentation at least a day before the meeting, to allow the Council time for studying it ahead of the meeting. They agreed.

Chief Kerrigan questioned Mr. Sterrett's suggestion of setting up training in other parts of the State. Mr. Deary said this was the central location and he thought the training should be held here at the Police Academy. He had discussed this with Mr. Sterrett, and told him the experience of the FBI over the years in putting on training in various parts of the State. He still feels this centralized facility is where training should be handled. He said New York State has had to go into regional training because of its area, but we do not have this problem in Connecticut.

Professor Schaffer said one of the questions which should be studied is how much time should be given to in-service training and how much to recruit training. His own suggestion is that the Consultants concentrate on in-service training. We are now conducting recruit training, and feels this is not our main problem.

Chief McNamara suggested the Consultants find out how other Chiefs feel about Babson Institute. He feels their training is valuable to his Department. But they do have one program of a week's duration no one seems to be going to. He doesn't know whether this is because the Chiefs are unaware of it. He would like to know how other Chiefs feel about this.

Professor Schaffer asked if the Consultants were talking about giving us a report in the Fall. They agreed. So that, in case we have to get something in the hopper for the General Assembly, we would have time before January to prepare it.

Professor Schaffer asked the Consultants if they need some indication from us concerning acceptance of the Block Grant. He said the Council had had no opportunity to discuss it. Mr. Leahy said this was not urgent. He said they would be preparing alternatives and asking us which ones we favor. After that, they will provide a financial plan which will match with the alternatives we have chosen.

Professor Schaffer asked Mr. Leahy if meetings other than our regular monthly meetings will be scheduled. Mr. Leahy said they will interview each member individually.

Before resumption of the meeting, Acting Chairman Chief Berniere asked the Consultants if they would like to stay, and they said they would.

4. Previous Minutes. Chief Kerrigan made the MOTION, seconded by Chief Ranslow, that the Minutes of the previous meeting be accepted as mailed. APPROVED unanimously.

5. Building Committee. Chairman Chief Berniere reported on the letter from the Fairfield County Chiefs to the Governor, requesting a meeting concerning completion of Phases III and IV, in particular the pistol range and skid pan. No reply has been received. The Commissioner and Director have heard nothing. Chief Berniere said they supplied information needed by Chief Jordan. In response to an inquiry on up to date costs, the Director said there had been a five to seven percent rise, and he would have to get up to date information. He asked Commissioner Fuessenich if his Research and Planning Division could work out an updated report, to which the Commissioner agreed.
6. Finance Committee. Mr. Hannon said his first meeting with Appropriations was before the full Committee. Then they called him back. They asked what caused the large increase over the 1972-73 budget was. This was mostly because of the deferred items since we opened the Academy - the delay in obtaining the Training Officers and Director of Training. Also the special types of equipment needed. They were surprised to hear of the costs of texts and films. They put emphasis on our backlog. Mr. Hannon told them that, with a couple of double sessions we could get rid of the backlog. He hasn't heard anything since. Chairman Chief Moore had nothing to add.
7. Mandated Standards Committee. Chairman Chief Bell advised just prior to the meeting that his Committee had received a request from the Security Force at UCONN concerning one of their men, but as yet had not had an opportunity to take any action. Director Hannon said this involved one of the men on our list, and suggested the Council, in the interest of time, delegate authority

- for action to this Committee. Professor Schaffer made the MOTION, seconded by Chief Moore, that this authority be given to the Mandated Standards Committee. Unanimously APPROVED.
8. Director's Report. Mr. Hannon distributed lists of resident students and commuting students for the 94th Session of 60 men. Chief Kinsella took all 8 seats offered. New London only took one seat (they have 9 men on the list). 22 out of the original 28 on the list were offered an additional seat but couldn't accept at this time.
The backlog is 104.
30 men graduated with the 92nd Session March ^{27th} 2nd.
The 93rd Session starts April 2nd.
The F.B.I. Sex Crime School graduated 50 men from UCONN and 125 here.
50 students completed the C.P.R. course March 29th.
Photo I graduated 20 men February 22nd.
A new Photo III will be offered April 17, 18, 19.
The Alcohol, Firearms and Tobacco Div. now has the money to put on a school here the last two weeks of June - an 80 hour Investigators' course. They said they would take 45 men this time.
227 attended the Urban Terrorism Seminar March 13th.
Mr. Hannon received a letter from President Kinney, of Mattatuck Community College, asking him to serve on a Law Enforcement Faculty Advisory Committee. He told him he would have to take this up with the Council. Mr. Deary made the MOTION that participation by the Director be approved. Seconded by Chief Ranslow and unanimously APPROVED.

The Director had received a letter from the Chief at Norwalk, complaining because he had been given only one seat for the BNDD course. They had set a limit of 60 men, so we had tried to cover as many Departments as possible. However, we did receive some cancellations and his second man was able to get in.

LEAA has given a grant to the State Directors for a training session at the F.B.I. Academy. LEAA will pay expenses. Mr. Hannon said he would like to attend. The MOTION was made by Mr. Deary, seconded by Chief Ranslow, that Director Hannon attend this session. Unanimously APPROVED.

On the Director of Training and Training Officers examinations, Mr. Hannon said the Personnel Department told him they were going ahead on the basis of the written exam; there will not be an oral. We should have a list within a week. Since the motion was made that the entire Council select the Director of Training and Training Officers, Mr. Hannon asked if they want a special meeting. Mr. Deary said he thought we should have a special meeting to consider this and the block grant. He made this a MOTION, which was seconded by Chief Ranslow and unanimously APPROVED.

The State Medical Examiner Seminar for 150 will be held here May 16th from 8:30 to 4:30 on Sudden Death Investigations. We agreed to do the paper work. A flyer should go out within a week.

We are still waiting for commitments from some people on the Double Session list.

We wrote the Town Manager of Mansfield that the Council is standing firm on the position we have taken concerning Constables. Two to a class. As of yesterday, East Windsor hasn't selected their man. They will give the AGCI test; it should be given this month.

Charlie Weeks is recuperating at Gaylord. His address was sent out by teletype. It is Gaylord Hospital, Gaylord Farm Road, Wallingford 06494. Mr. Deary was asked about his progress. He said there is some movement in his left arm and a little movement in his left leg. His spirits and speech are good.

Mr. Hannon distributed a core curriculum approved by the IACP for State Directors. This involves 240 hours of the core, plus 60 hours of field training and orientation. This will be part of the discussion at the F.B.I. Academy.

Chief McNamara suggested we get a figure as to how many are waiting before we start another double session.

Mr. Hannon went to the Massachusetts Academy, at the invitation of the Governor of Massachusetts. There was discussion on how various states were financing training through fines. California took in \$10,400,000 on an assessment of one dollar on Motor Vehicle fines and one dollar out of every five on criminal fines. Massachusetts could take in \$3,432,000 and Connecticut could take in \$1,076,000. Mr. Hannon is to write the different states for copies of their legislation.

9. Adjournment, Next Meeting. Upon MOTION by Chief Moore, seconded by Mr. Deary, the meeting was adjourned at 12:20. The next meeting is scheduled for 10:00 A.M. Thursday, May 3rd, at the Connecticut Police Academy.

Richard M Hannon
Executive Director

RMH/rc1

APPENDIX C

AN EXCERPT FROM
"PROGRAMS DISTRIBUTION, REVISION, AND TERMINATION"

AS IT PERTAINS TO
CRIMINAL ADMINISTRATION AND SOCIAL SERVICES

The Report of
RESOURCE GROUP IV
A Discussion Paper for the
MASTER PLAN FOR
HIGHER EDUCATION IN CONNECTICUT

(Retyped for Inclusion in this Report)

3. CRIMINAL ADMINISTRATION AND SOCIAL SERVICES

Emphasis has been placed on the criminal justice aspect of this report. This is not intentional, but arises from the fact that criminal justice education is still in a developmental stage whereas social services has been in a staid position for many years.

In social service education, however, the community colleges are being directed by the needs of the service in social work that is increasingly subject to changing delivery systems. These systems are seeking to develop team operations extending from the indigenous worker through the Ph.D. level. What is particularly needed in this area is the coordination of older established programs so that the practitioners can have a genuine career ladder. The programs at all levels should be integrated to a degree that maintains academic integrity and allows for the greatest utilization of manpower to deliver social services.

In the preparation of a Master Plan for the State of Connecticut, an urgent need exists in the area of criminal justice and social services for the coordination of efforts and definition of roles of traditional disciplinary education and the application of the disciplines to career programs.

The second concern is that of the maintenance of relevance found in new trends of education administration to identify itself as a "certifying agency" in alternative educational patterns. Many of the patterns seek to substitute life experiences other than the teacher-student experience as a basis for awarding credentials. Great care must be exercised and great haste must be avoided in the acceptance of purely experiential learning in a career as a measure of expertise in the human services.

The reason for caution finds its validity in that experiential learning that is concerned only with individual fulfillment has minimal affect on the community, while experiential learning concerned with the delivery of services of a vital nature can have either a constructive or deleterious effect on many people and hence, must be subject to intense scrutiny. In such instances, a definite role exists for governmental regulatory agencies, including educational institutions, to safeguard the good and welfare of the people.

The outputs of education in the human services education, then, are two-fold; one, the accruals for the student himself; and two, the results of the student's actions on the environment where his education is expected to make a major output. In human services, regardless of the area, the practitioner, whether in the courts, police and/or law enforcement, correctional services, social welfare, mental health services, or allied fields, becomes an element of the environment that has a direct bearing on a major aspect of the life of his fellow man. This being the case, then the Commission on Higher Education should consider not only its services to the students, but to its effect on the social structure and the quality of life in the State of Connecticut.

When the criminal justice system is viewed from the foregoing perspective, the issue of coordination and relevancy becomes paramount.

The 1967 Task Force Reports of the President's Commission on Law Enforcement and Administration of Justice have more than adequately identified this need for development and coordination. The reports have indicated that the problems in the most credentialed area - the courts - are not too much different than those of the least credentialed areas - the police and corrections.

These reports support strongly the importance of educational efforts in the State of Connecticut towards a systematized structure for Criminal Justice as a cluster in career education. Through the efforts of the Connecticut Association of Police Educators and the Connecticut Probation and Parole Association, a fairly comprehensive correlation with educational needs in the areas of law enforcement and corrections services has been maintained. Educators in these areas have been in regular communication with the operations agencies such as the Municipal Police Training Council, individual police agencies, probation and parole services and the corrections services of the state. On the other hand, contact with the courts has been limited because of the pre-eminence of the professional nature of the court system and the system of professional legal education that is self-policed. The needs for the courts, however, can be deduced from contact with citizen groups interested in the courts and the review of publications such as the Connecticut Bar Journal of December, 1970. In that particular issue, the entire contents were devoted to a symposium on judicial selection and reform.

In order to fulfill the needs of criminal justice, the needs must be treated in a systematic way and the first prerequisite for structuring such a system would be the creation of an "umbrella" under which every element of the system can benefit from the awareness of the needs of every other element of the system. To do this, the Master Plan should encourage a multi-disciplinary advisory body that would not only coordinate a cohesive, integrated plan for the education of students who would follow a career in the administration of justice, but would further examine the role and contribution of pre-secondary education to post-secondary education in the administration of justice.

In the context of coordinating for social service educational needs, the greatest lurking danger is a pre-conceived notion of social service because there is basically no facet of life in the State of Connecticut that cannot, in some manner, be related to a social welfare need.

Coupled with this idea is the constant state of flux in social welfare administration brought on by changing economic conditions, changing perceptions of welfare need, the need for greater efficiency in delivering social services, and the public demand for greater accountability.

The growth of "professional" specialists for many years has tended to focus on a concentrated continuum of educational development that has not kept pace with the growth of social demands as witnessed by the problems faced in the delivery of medical services, the administration of justice, and social services.

Presently, the State of Connecticut is contemplating the creation of an "umbrella" agency, the Department of Human Services. The creation of such an agency will create a tremendous force for educational services; personnel and staff development; accountability services; teachers and trainers (both for employees and service recipients); social service practitioners and auxiliary personnel. The services needed in a reorganization of this kind will generate a demand for in-service educational efforts, the delineation of new titles which will generate need for different curricula design for the accommodation of new systems deliveries.

In the contemplation of new systems deliveries, one example will suffice to demonstrate a need for comprehensive and coordinated educational planning, the concept of neighborhood child and youth services. It is contemplated that to care adequately for children and youth with non-conforming behavior, neighborhood

teams consisting of personnel running the gamut from Ph.D.'s to unlettered indigenous workers will be needed to carry out effectively the plan. In addition to meeting the demands for new classes of workers with new educational needs, the personnel reassigned to such duties will be in need of refresher and re-orientation courses.

From the professional aspect, Professor Wyatt Jones, Brandeis University, envisions the culmination of educational efforts on the part of a social worker to be a doctorate at the end of thirty years during which time the candidate would have followed an integrated work and study program that could produce the top-drawer professional with an education that was current with present needs.

As resources become more limited and the demand for services increases, the need for a full pattern of education that permits a career ladder concept with a propensity for lateral movement at different levels ranging from indigenous, secondary, post-secondary, community college, baccalaureate, post-graduate, and doctoral levels must be constructed. This kind of pattern will demand tremendous planning from the purveyors of social service education. Any Master Plan should make efforts to provide a mechanism to encourage coordination and cooperation of an advanced nature.

In the state of Maryland, a system has been instituted called "2 plus 2 plus 2." Under this system described by Robert Vivader, M.D., associate degrees, bachelor degrees, and graduate curricula have been articulated for the benefit of the practitioner. The system utilizes the state community colleges, the state university, and private institutions such as Johns Hopkins. Under the system, candidates for the top job emanate from the broadest base of the community

college and can realistically look to a truly professional status as the ultimate of their careers. The system has worked in moving people from their low socio-economic status to a higher level where their empathetic life experience and new status permits them to be more effective with their clients.

Planning for an educational structure of this kind will require the implementation of an advisory body on a multi-institutional basis that will consist of educators, administrators, students, and clients. The latter will be included not only for valuable input, but to conform with demands of national agencies such as the Model Cities program of HUD that direct community participation.

In structuring education for the human services area and keeping the need of a career system in mind whereby students are encouraged to obtain some skills and sample the work world before returning to the academic side, the concept of the "inverted major" should be incorporated. Under this system, community college programs will continue to provide skills for employment plus a base for further expansion. Such curriculum patterns project education that is 1/3 general, 1/3 generic, and 1/3 specialized. Curricula beyond the community college level should then be available to reinforce the community college and allow for channels that best suit the student. For instance, community college programs in law enforcement, allow students to continue into areas of sociology, psychology, administration, or forensic science.

Credentials in the human services should not be static. The demands of services are a current reality and practitioners who have degrees that are more than a decade old and who have not up-graded their degrees within the decade should be encouraged through seminars, continuing education, "renewing degrees" and other devices to up-grade their competencies.

Emphasizing the need for "current credentials," Charles Guzzeta of the Hunter School of Social Work, has stated:

"Consideration for the prevailing social situation may be dismissed by some people as a cop-out...However, every school exists within a social context with which it is in harmony or at odds. Schools need not timidly reflect current style. But neither is a school an island. A clear example of the price of failure to consider the implications of social situations is the present revolt of county welfare commissioners...Much of the disenchantment has come from the failure of school curricula in the nation and conflicting constituencies with whom county welfare commissioners must deal...In order to succeed in its goal, whatever it is, and in its curriculum which is the means for achieving the goal, a school must have a solid base of social support."

Members of Study Group on Criminal Administration and Social Services

Study Group Leader: Thomas Connors

Adjunct Participants:*

Early in November, 1972, approximately thirty letters of survey were mailed to people who are knowledgeable about the needs of criminal administration and social service education. The following list comprises those persons who answered the survey in time for the compilation of this report.

Francis Coleman
Special Assistant to the Commissioner
Department of Children and Youth Services

Cleveland B. Fussenich
Commissioner
Department of State Police

Eleanor D. Coltman
Coordinator, Public Service Career Programs
Manchester Community College

Edward M. Wall
Associate Dean
Austing Dunham Barney School of Business and Public Administration

* Inclusion in this list does not necessarily indicate agreement with the findings and recommendations contained in this report.

Adjunct Participants* - Continued

John McAllister
Director, Law Enforcement Program
Northwestern Connecticut Community College

Honorable John J. Daly
Chief Judge, Circuit Court
State of Connecticut

Frederick R. Pivarnik
President, Connecticut Probation and Parole Association
Hartford, Connecticut

Dr. Philip Kaplan
Academic Vice-President
University of New Haven

Beldon Schaffer
Director, Institute of Public Service
University of Connecticut

Dr. Bruce Bradford
Director of Extension
Eastern Connecticut State College

John Doyle
Coordinator, Law Enforcement Program
Mattatuck Community College

Richard M. Steinert
Superintendent, Connecticut Correctional Institution
Enfield, Connecticut

* Inclusion in this list does not necessarily indicate agreement with the findings and recommendations contained in this report.

APPENDIX D

SELECTED STANDARDS FROM
THE NATIONAL ADVISORY COMMISSION
ON CRIMINAL JUSTICE STANDARDS
AND GOALS'S

REPORT -- POLICE

1973

The following standards have been selected for their relevance to the scope of authority and responsibility of the Connecticut Municipal Police Training Council.

--Recruitment and Selection

-13.4 State Mandated Minimum Standards for the Selection of Police Officers

Every State, by 1975, should enact legislation establishing a State commission empowered to develop and enforce State minimum mandatory standards for the selection of police officers. This legislation should provide that the commission represent local government.

1. The majority of this commission should be composed of representatives of local law enforcement agencies to insure responsiveness to local needs. Police practitioners, other members of the criminal justice system, and local government officials should be selected as commission members for a fixed term.

2. This commission should insure that standards are met by inspecting for local compliance, and certifying as competent to exercise police authority, only those police officers who have met the mandated standards. The commission should establish minimum standards for:

a. Age, with consideration given to lowering the present minimum age of 21 and to establishing a maximum recruitment age that reflects the physical demands place upon a police officer and the retirement liability of police agencies;

b. Physical health, strength, stature, and ability, with consideration given to the physical demands of police work;

c. Character, with consideration given to the responsibilities of police officers and the need for public trust and confidence in police personnel;

d. Personality profile, with consideration given to the need for personnel who are psychologically healthy and capable of enduring emotional stress; and

e. Education, with consideration given to the mental skills and knowledge necessary to perform the police function properly.

3. The Commission should establish minimum standards that incorporate compensating factors such as education, language skills, or experience in excess of that required if such factors can overcome minor deficiencies in physical requirements such as age, height or weight.

4. Every State should provide sufficient funds to enable this commission:

a. To employ a full-time executive director and a staff large enough to carry out the basic duties of the commission; and

b. To meet periodically.

b. The polygraph examination is used where appropriate, but is not allowed to substitute for a field investigation;

c. The rejection of police applicants is job related; and

d. Police applicants are not disqualified on the basis of arrest or conviction records alone, without consideration of circumstances and disposition.

5. Every police agency should insure that no more than 8 weeks pass from the time of initial application to final determination of employability; that applicants are promptly notified of the results of each major step in the selection process; and that the selection process is cost effective.

6. Every police agency should direct, into other temporary employment within the agency, qualified police applicants who because of a lack of vacancies cannot be employed immediately in the position for which they have applied.

--Education

-15.1 Educational Standards for the Selection of Police Personnel

To insure the selection of personnel with the qualifications to perform police duties properly, every police agency should establish the following entry-level educational requirements:

1. Every police agency should require immediately, as a condition of initial employment, the completion of at least 1 year of education (30 semester units) at an accredited college or university. Otherwise qualified police applicants who do not satisfy this condition, but who have earned a high school diploma or its equivalent, should be employed under a contract requiring completion of the educational requirement within 3 years of initial employment.

2. Every police agency should, no later than 1975, require as a condition of initial employment the completion of at least 2 years of education (60 semester units) at an accredited college or university.

3. Every police agency should, no later than 1978, require as a condition of initial employment the completion of at least 3 years of education (90 semester units) at an accredited college or university.

4. Every police agency should, no later than 1982, require as a condition of initial employment the completion of at least 4 years of education (120 semester units or a baccalaureate degree) at an accredited college or university.

-15.2 Educational Incentives for Police Officers

Every police agency should immediately adopt a formal program of educational incentives to encourage police officers to achieve a college-level education. Colleges and universities, particularly those providing educational programs expressly for police personnel, should schedule classes at a time when police officers can attend.

1. When it does not interfere with the efficient administration of police personnel, duty and shift assignments should be made to accommodate attendance at local colleges; any shift or duty rotation system should also be designed to facilitate college attendance.

2. Financial assistance to defray the expense of books, materials, tuition, and other reasonable expenses should be provided to a police officer when:

- a. He is enrolled in courses or pursuing a degree that will increase, directly or indirectly, his value to the police service; and
- b. His job performance is satisfactory.

3. Incentive pay should be provided for the attainment of specified levels of academic achievement. This pay should be in addition to any other salary incentive. It should amount to at least 2.5 percent of the employee's current salary for each 30 semester units of college work completed in pursuance of a degree that will lead, directly or indirectly, to service betterment warranting the expense of the salary incentive.

4. Colleges and universities, particularly those providing educational programs expressly for police personnel, should schedule classes at hours and locations that will facilitate the attendance of police officers.

a. Classes should be scheduled for presentation during the daytime and evening hours within the same academic period, semester, or quarter.

b. When appropriate, colleges and universities should present classes at locations other than the main campus so police officers can attend more conveniently.

-15.3 College Credit for the Completion of Police Training Programs

Every police agency should pursue the affiliation of police training programs with academic institutions to upgrade its level of training and to provide incentive for further education.

1. All police training courses for college credit should be academically equivalent to courses that are part of the regular college curriculum.

2. Every member of the faculty who teaches any course for credit in the police training curriculum should be specifically qualified to teach that course.

a. The instructor in a police training course, for which an affiliated college is granting credit, should be academically qualified to teach that course.

b. Police personnel not academically qualified to teach a course in the regular college curriculum may, if otherwise qualified, serve as teaching assistants under the supervision of an academically qualified instructor.

--Training

-16.1 State Legislation and Fiscal Assistance for Police Training

Every State, by 1975, should enact legislation establishing mandatory minimum basic training for police, a representative body to develop and administer training standards and programs for police, and financial support for mandated training for police on a continuing basis to provide the public with a common quality of protection and service from police employees throughout the State. By 1978, every State should certify all sworn police employees.

1. Every State should enact legislation that mandates minimum basic training for every sworn police employee prior to the exercise of authority of his position.

2. Every State should enact legislation establishing a State commission to develop and administer State standards for the training of police personnel. The majority of this commission should be composed of representatives of local law enforcement agencies. Other members should be from the criminal justice system, local government, and criminal justice education and training centers. The State should provide sufficient funds to enable this commission to meet periodically and to employ a full-time staff large enough to carry out the basic duties of the commission. In addition to any other duties deemed necessary, this commission should:

a. Develop minimum curriculum requirements for mandated training for police;

b. Certify police training centers and institutions that provide training that meets the requirements of the State's police training standards;

c. Establish minimum police instructor qualifications and certify individuals to act as police instructors;

d. Inspect and evaluate all police training programs to insure compliance with the State's police training standards;

e. Provide a consulting service for police training and education centers; and

f. Administer the financial support for police training and education.

3. Every State should reimburse every police agency 100 percent of the salary or provide appropriate State financed incentives for every police employee's satisfactory completion of any State mandated and approved police training program.

4. Every State, through the police training body, should, by 1978, certify as qualified to exercise police authority every sworn police employee who satisfactorily completes the State basic police training and meets other entrance requirements.

-16.2 Program Development

Every police training academy and criminal justice training center should immediately develop effective training programs, the length, content, and presentation of which will vary according to specific subject matter, participating police employees, and agency and community needs.

1. Every police training academy should insure that the duration and content of its training programs cover the subject every police employee needs to learn to perform acceptably the tasks he will be assigned.

2. Every police training academy should define specific courses according to the performance objective of the course and should specify what the trainee must do to demonstrate achievement of the performance objective.

3. Every police training academy serving more than one police agency should enable the police chief executives of participating agencies to choose for their personnel elective subjects in addition to the minimum mandated training.

4. Every police training academy should insure that its training programs satisfy State standards for police training as well as meet the needs of participating police agencies and that its training is timely and effective. These measures should at least include:

a. Regular review and evaluation of all training programs by an advisory body composed of police practitioners from participating agencies;

b. Periodic field observation of the operations of participating police agencies by the training staff; and

c. Continual critique of training programs through feedback from police employees who have completed the training programs and have subsequently utilized that training in field operations and from their field supervisors.

-16.3 Preparatory Training

Every police agency should take immediate steps to provide training for every police employee prior to his first assignment within the agency, prior to his assignment to any specialized function requiring additional training, and prior to his promotion. In States where preparatory training is currently mandated by State law, every police agency should provide all such training by 1975; in all other States, every agency should provide all such training by 1978.,

1. Every State should require that every sworn police employee satisfactorily complete a minimum of 400 hours of basic police training. In addition to traditional basic police subjects, this training should include:

a. Instruction in law, psychology, and sociology specifically related to interpersonal communication, the police role, and the community the police employee will serve;

b. Assigned activities away from the training academy to enable the employee to gain specific insight in the community, criminal justice system, and local government;

c. Remedial training for individuals who are deficient in their training performance but who, in the opinion of the training staff and employing agency, demonstrate potential for satisfactory performance; and

d. Additional training by the employing agency in its policies and procedures, if basic police training is not administered by that agency.

2. During the first year of employment with a police agency, and in addition to the minimum basic police training, every police agency should provide full-time sworn police employees with additional formal training, coached field training, and supervised field experience through methods that include at least:

a. A minimum of 4 months of field training with a sworn police employee who has been certified as a training coach;

b. Rotation in field assignments to expose the employee to varying operational and community experiences;

c. Documentation of employee performance in specific field experiences to assist in evaluating the employee and to provide feedback on training program effectiveness;

d. Self-paced training material, such as correspondence courses, to assist the employee in acquiring additional job knowledge and in preparing for subsequent formal training;

e. Periodic meetings between the coach, the employee, and the training academy staff to identify additional training needs and to provide feedback on training program effectiveness; and

f. A minimum of 2 weeks' additional training at the training academy 6 months after completion of basic training and again after 1 year's employment in field duties.

3. Every police agency should provide every unsworn police employee with sufficient training to enable him to perform satisfactorily his specific assignment and to provide him with a general knowledge of the police role and the organization of the police agency.

4. Every police agency should provide every police employee newly assigned to a specialized task the specific training he needs to enable him to perform the task acceptably.

5. Every police agency should provide sufficient training to enable every newly promoted employee to perform the intended assignment satisfactorily.

-16.4 Interpersonal Communications Training

Every police agency should immediately develop and improve the interpersonal communications skills of all officers. These skills are essential to the productive exchange of information and opinion between the police, other elements of the criminal justice system, and the public; their use helps officers to perform their task more effectively.

1. Where appropriate, an outside consultant should be used to advise on program methodology, to develop material, to train sworn officers as instructors and discussion leaders, and to participate to the greatest extent possible in both the presentation of the program and its evaluation.

2. Every recruit training program should include instruction in interpersonal communications, and should make appropriate use of programmed instruction as a supplement to other training.

3. Every police agency should develop programs such as workshops and seminars that bring officers, personnel from other elements of the criminal justice system, and the public together to discuss the role of the police and participants' attitudes toward that role.

-16.5 Inservice Training

Every police agency should, by 1975, provide for annual and routine training to maintain effective performance throughout every sworn employee's career.

1. Every police agency should provide 40 hours of formal inservice 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.

2. Every police agency should recognize that formal training cannot satisfy all training needs and should provide for decentralized training. To meet these day-to-day training needs, every police agency should provide each police station with:

a. As soon as practicable, but in no event later than 1978, a minimum of one police employee who is a State certified training instructor;

b. Audio-visual equipment compatible with training material available to the police agency;

c. Home study materials available to all police employees; and

d. Periodic 1-day on-duty training programs directed at the specific needs of the police employees.

3. Every police agency should insure that the information presented during annual and routine training is included, in part, in promotion

examinations and that satisfactory completion of training programs is recorded in the police employee's personnel folder in order to encourage active participation in these training programs.

-16.6 Instruction Quality Control

Every police training academy and criminal justice training center should develop immediately quality control measures to insure that training performance objectives are met. Every training program should insure that the instructors, presentation methods, and training material are the best available.

1. Every police training academy should present all training programs with the greatest emphasis on student-oriented instruction methods to increase trainee receptivity and participation. Training sessions of 1-hour's duration or longer should include at least one of the following:

- a. Active student involvement in training through instructional techniques such as role playing, situation simulation, group discussions, reading and research projects, and utilization of individual trainee response systems; passive student training such as the lecture presentation should be minimized;
- b. Where appropriate, team teaching by a police training instructor and a sworn police employee assigned to field duty;
- c. The use of audiovisual aids to add realism and impact to training presentations;
- d. Preconditioning materials, such as correspondence courses and assigned readings, made available prior to formal training sessions;

e. By 1978, self-paced, individualized instruction methods for appropriate subject matter; and

f. Where appropriate, computer assistance in the delivery of instruction material.

2. Every police training academy should, by 1975, restrict formal classroom training to a maximum of 25 trainees.

3. Every police training academy and every police agency should, by 1978, insure that all its instructors are certified by the State by requiring:

- a. Certification for specific training subjects based on work experience and educational and professional credentials;
- b. Satisfactory completion of a State-certified minimum 80-hour instructor training program; and
- c. Periodic renewal of certification based in part on the evaluation of the police training academy and the police agency.

4. Every police training academy should distribute instructional assignments efficiently and continually update all training materials.

These measures should include:

- a. Periodic monitoring of the presentations of every police training instructor to assist him in evaluating the effectiveness of his methods and the value of his materials;
- b. Rotation of police training instructors through operational assignments or periodic assignment to field observation tours of duty;
- c. Use of outside instructors whenever their expertise and presentation methods would be beneficial to the training objective;

d. Continual assessment of the workload of every police training instructor; and

e. Administrative flexibility to insure efficient use of the training academy staff during periods of fluctuation in trainee enrollment.

5. Every police agency and police training academy should review all training materials at least annually to determine their current value and to alter or replace them where necessary.

-16.7 Police Training Academies and Criminal Justice Training Centers

Every State should, by 1978, guarantee the availability of State-approved police training to every sworn police employee. Every State should encourage local, cooperative, or regional police training programs to satisfy State training requirements; when these programs cannot satisfy the requirements, criminal justice training centers including police training academies should be established by the State.

1. State certification of a basic police training program should, as a minimum, require the training facility to operate for 9 months a year.

2. Where appropriate, police agencies should establish cooperative training academies or otherwise combine their resources to satisfy police training standards or other training needs.

3. Every State should establish strategically located criminal justice training centers, including police training academies, to provide training that satisfies State-mandated training standards for all police agencies that are unable to provide it themselves or in cooperation with other agencies.

4. Every State should develop means for bringing mandated or other necessary training to employees of police agencies when it is impracticable or inefficient to bring these employees to the nearest training center or academy.

5. Every State should encourage police agencies to participate in specialized training offered through academic institutions, government

agencies, and professional and business organizations,

--Development, Promotion, and Advancement

-17.1 Personnel Development for Promotion and Advancement

Every police agency should adopt a policy of promoting to higher ranks and advancing to higher paygrades only those personnel who successfully demonstrate their ability to assume the responsibilities and perform the duties of the position to which they will be promoted or advanced. Personnel who have the potential to assume increased responsibility should be identified and placed in a program that will lead to full development of that potential.

1. Every police agency should screen all personnel in order to identify their individual potential and to guide them toward achieving their full potential. Every employee should be developed to his full potential as an effective patrol officer, a competent detective, a supervisor or manager, or as a specialist capable of handling any of the other tasks within a police agency. This screening should consist of one or more of the following.

a. Management assessment of past job performance and demonstrated initiative in the pursuit of self-development;

b. Oral interviews; and

c. Job-related mental ability tests.

2. Every police agency should offer comprehensive and individualized programs of education, training, and experience designed to develop the potential of every employee who wishes to participate. These individualized development programs should be based on the potential identified through the screening process and the specific development needs of the employee. These individualized programs should consist of one or more of the following:

- a. College seminars and courses;
- b. Directed reading;
- c. In-house and out-of-house training classes;
- d. Job rotation;
- e. Internship; and
- f. The occasional opportunity to perform the duties of the position for which an individual is being developed.

3. Personnel who choose to pursue a course of self development rather than participate in the agency-sponsored development program should be allowed to compete for promotion and advancement.

-17.2 Formal Personnel Development Activities

Every police agency should immediately implement formal programs of personnel development. Such programs should be designed to further the employee's professional growth and increase his capacity for his present or future role within the agency.

1. Every agency should allow all sworn personnel to participate voluntarily in at least 40 consecutive hours of formal personnel development activity annually, while on duty, and at full pay. Such activity may include:

- a. Forty consecutive hours of in-house or out-of-house classroom training directed toward the development of personal, vocational, conceptual, or managerial skills;
- b. Internship of at least 40 consecutive hours with another police, criminal justice, government, or private organization that can contribute significantly to the professional development of the intern;

c. The assumption of the position, responsibility, and authority of an immediate superior for a minimum of 40 consecutive hours when such assignment would contribute significantly to the professional development of the subordinate;

d. Employee participation in administrative and operational research and reporting that would not ordinarily be his responsibility but would contribute significantly to his professional development;

e. Provision of leaves of absence with pay to allow the achievement of academic objectives that contribute significantly to the employee's professional growth and capacity for current and future assignments;

f. Employee service as a member of or an adviser to management committees and boards on which he would not normally serve, such as fleet safety boards, when such service would contribute significantly to the development of an employee's awareness and understanding of management philosophy and insight.

2. Every police agency with specialized units for detective, vice, traffic, staff, and other functions should immediately develop a formal system for personnel rotation. This system should be designed to develop generalist, specialist, and managerial resources.

a. Newly hired personnel should be rotated through geographic areas of varying crime incidence and major functional assignments in order to give them the valuable perspective and professional understanding that only experience in a wide range of agency functions and areas can provide.

b. Selective and individualized rotation of incumbent personnel should be implemented to develop generalist and specialist expertise or specifically to prepare personnel for promotion and advancement. The movement of incumbent personnel should take into account individual needs for specific work experiences, individual potential and willingness to participate, and agency needs for the development of personnel as well as the potential for a cost-effective return on the investment of time and manpower.

c. Every agency should regulate personnel rotation so that the agency is continually able to meet its primary service objectives. The rotation of highly specialized personnel, such as a criminalist, should be restricted to avoid serious interference with the delivery of specialized services.

3. Every agency should encourage personnel to pursue development on their own time, as well as on agency time, by attending college courses and seminars and through suggested reading.

4. Every police agency should fulfill its responsibility to develop personnel by seeking adequate funding for personnel development activities. In so doing, the police agency should consider the availability of financial assistance outside the normal budgetary process.

-17.3 Personnel Evaluation for Promotion and Advancement

Every police agency should immediately begin a periodic evaluation of all personnel in terms of their potential to fill positions of greater responsibility. The selection of personnel for promotion and advancement should be based on criteria that relate specifically to the responsibilities and duties of the higher position.

1. Every agency periodically should evaluate the potential of every employee to perform at the next higher level of responsibility.

a. This evaluation should form a part of the regular performance evaluation that should be completed at least semiannually.

b. Specific data concerning every employee's job performance, training, education, and experience should support the periodic evaluation for promotion and advancement.

2. Every police agency should use job analyses in the development of job related tests and other criteria for the selection of personnel for promotion and advancement. Selection devices should consist of one or more of the following:

a. Management assessment of past job performance, performance in the individualized development program, and demonstrated initiative in the pursuit of self development;

b. Oral interviews; and

c. Job related mental aptitude tests.

3. Every police agency should disallow the arbitrary awarding of bonus points for experience and achievement not related to the duties of the position for which the individual is being considered. Arbitrary awards include:

a. Bonus points for seniority;

b. Bonus points for military service;

c. Bonus points for heroism.

4. No agency should use any psychological test as a screening device or evaluation tool in the promotion and advancement process until scientific research confirms a reliable relationship between personality and actual performance.

5. Every agency should require that personnel demonstrate the ability to assume greater responsibility prior to promotion or advancement and should continue to observe employee performance closely during a probationary period of at least 1 year from the date of promotion or advancement.

-17.4 Administration of Promotion and Advancement

Every police chief executive, by assuming administrative control of the promotion and advancement system, should insure that only the best qualified personnel are promoted or advanced to positions of greater authority and responsibility in higher pay grades and ranks. Agencies that have not developed competent personnel to assume positions of higher authority should seek qualified personnel from outside the agency rather than promote or advance personnel who are not ready to assume positions of greater responsibility.

1. The police chief executive should oversee all phases of his agency's promotion and advancement system including the testing of personnel and the appointing of personnel to positions of greater responsibility. The police chief executive should make use of the services of a central personnel agency when that personnel agency is competent to develop and administer tests and is responsive to the needs of the police agency.

2. The police chief executive should consider recruiting personnel for lateral entry at any level from outside the agency when it is necessary to do so in order to obtain the services of an individual who is qualified for a position or assignment.

-17.5 Personnel Records

Every police agency immediately should establish a central personnel information system to facilitate management decisionmaking in assignment, promotion, advancement, and the identification and selection of individuals for participation in personnel development programs.

1. The personnel information system should contain at least the following personnel information:

- a. Personal history;
- b. Education and training history;
- c. Personnel performance evaluation history;
- d. Law enforcement experience;
- e. Assignment, promotion, and advancement history;
- f. Commendation records;
- g. Sustained personnel complaint history;
- h. Medical history;
- i. Occupational and skills profile;
- j. Results of special tests; and
- k. Photographs.

2. The personnel information system should be protected against unauthorized access; however, employees should have access to agency records concerning them, with the exception of background investigation data.

3. The system should be updated at least semi-annually and, ideally, whenever a significant change in information occurs; and

4. The system should be designed to facilitate statistical analysis of personnel resources and the identification of individuals with special skills, knowledge, or experience.

END