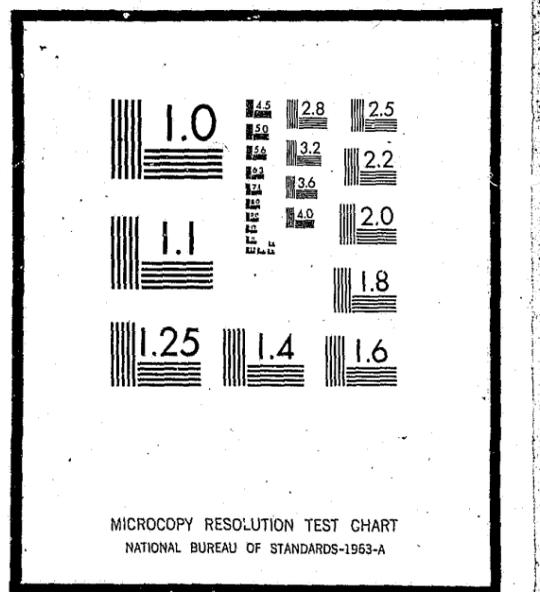


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U.S. DEPARTMENT OF JUSTICE  
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION  
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE  
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LAW ENFORCEMENT ASSISTANCE ADMINISTRATION  
POLICE TECHNICAL ASSISTANCE REPORT

SUBJECT: Vermont Program Development for Determination of Training Systems and Performance Standards  
REPORT NUMBER: 75-70  
FOR: The Vermont Criminal Justice Training Council

CONTRACTOR: Westinghouse Justice Institute  
CONSULTANT: Norman E. Pomrenke  
CONTRACT NUMBER: J-LEAA-003-76  
DATE: January 23, 1976

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Foreword

This request for technical assistance was made by the Governor's Commission on the Administration of Justice, Montpelier, Vermont, for the Vermont Criminal Justice Training Council. The requested assistance was concerned with aiding in the development of a project directed toward determination of performance standards for law enforcement officers.

Requesting Agency: Vermont Criminal Justice Training Council/  
Governor's Commission on the Administration of  
Justice, Mr. Forrest Forsythe, Deputy Director

LEAA Region I: Mr. Charles J. Sorrentino, Director, Program  
Development and Technical Assistance  
Mr. John M. Keeley, Police Specialist

1. INTRODUCTION

It should be noted at the outset that there are many positive things now being done with reference to the Training Council in Vermont. There is no question, as exemplified by the seminar, that the positive attitude, the professional spirit, and the desire to work toward eliminating any gaps between the theoretical world of training and the real world of actuality is there. The primary problem is that there is that there is a need to strengthen the police profession relative to training and to use this as a basis for better and more professional performance by law enforcement officers in the State of Vermont.

The analysis and understanding of the problem were developed at an onsite seminar at the Vermont Police Academy in Rutland, Vermont. In attendance besides the Consultant were:

- Mr. George Ellwood, Executive Director,  
Vermont Criminal Justice Training Council
- Mr. John Taft, Assistant Director, Vermont  
Criminal Justice Training Council
- Mr. Steve Angel, Planner, Burlington,  
Vermont Police Department
- Mr. Roy Gates, Training Officer,  
Burlington, Vermont Police Department
- Deputy Sheriff Leroy Null, Orleans  
County, Vermont Sheriff's Department
- Mr. George Lowe, Regional Planner,  
Governor's Commission on the Administra-  
tion of Justice
- Mr. Forrest Forsythe, Assistant  
Director, Governor's Commission on the  
Administration of Justice in Vermont
- Lt. John Poljacik, Commandant, Vermont  
State Police, Vermont Police Academy
- Dr. Kurt Bartol, Chairman, Psychology  
Department, Castleton State College,  
Vermont
- Mr. Robert Greemore, Executive  
Director of both the State's Attorneys  
and Sheriffs' Association of Vermont

- Special Agent Richard Kohler, FBI  
National Academy, Quantico, Virginia

Not all of the listed participants were able to be in attendance for the full three days; however, input was received from all members at the above planning seminar.

In addition to the above listed participants at the working seminar, the consultant also interviewed numerous law enforcement officers in the Burlington, Vermont, Police Department in an attempt to correlate the findings of the seminar with the workings of the law enforcement officer.

## 2. UNDERSTANDING OF THE PROBLEM

The two primary questions considered at the seminar, as outlined by Mr. John Taft, were:

- What should we consider in training law enforcement people in Vermont?
- How should we train our people in Vermont?

There are a number of general factors that have to be considered; and, at the present time, there are three distinct areas of education and training that have to be considered when one tries to understand the problem. The three areas are:

- The State Police.
- The Local Police.
- The Higher Education System.

### 2.1 State Police

The State Police curriculum at the entrance level was recently expanded to 14 weeks. At the present time, there are only two scheduled or systematized in-service training programs conducted by the Vermont State Police. These are firearms, in which programs are held twice a year for requalification, and advanced first aid, which is conducted yearly.

There are no formal in-service programs to refresh the individual members of the Vermont State Police in such things as changes in the law and other normal in-service functions. There is no supervisory, middle management, or executive development training. It should be noted, however, that there is a use of outside schools. The primary school relative to supervisory, middle management, or executive development training is the Babson School in Massachusetts. This is primarily a three-phased system in which there is a three-week command institute, which is primarily first line supervision; a one-week management institute, which is basic management; and one-week institutes, which are specialized in nature. There is also the use of outside schools such as the Southern Police Institute and the National Academy of the FBI.

## 2.2 Local Level

The problems at the local level are much more complex. Presently, there are usually two or three eight-week basic schools that are provided for local level law enforcement in the State of Vermont at the Vermont Police Academy. Again, there are no in-service supervisory, middle management, or executive development programs available. There is no requirement for firearms requalification, although, at the local level, one can volunteer to the Vermont Police Academy or can take the first aid in-service program on a regional basis. It is quite obvious, however, that the Vermont Police Academy, which is primarily a State Police Academy, is the focal point for training in the State of Vermont. This in itself becomes a problem.

When comparing the local level as stated above with the Burlington Police Department, one finds the same complexities. The Burlington Police Department, however, has organizationally created a training system, although the eight weeks are still conducted at the Vermont Police Academy. The relative systems of the Burlington Police Department consist of training the officer after the eight weeks with a field training officer, and they are now trying to develop a formal in-service program. The Burlington Police Department utilizes specialized schools either within the State or outside the State and uses the IACP Training System, which includes Training Keys and Sight/Sound Systems. The training officer in the Burlington, however, has other duties which negate some of the problems with which he should be dealing in the area of training. For example, he is basically the supply man and has the function of assisting in writing training grants. Even though it is presently very good, the training system in the Burlington Police Department should also be upgraded and given top organizational support for good solid professional training.

## 2.3 Criminal Justice Programs in Colleges and Universities in Vermont

There currently are six colleges which have programs in criminal justice. An example is Castleton State which has 94 criminal justice majors; however, most of them are pre-service. The criminal justice programs, however, are not really linked to either the Vermont Police Academy or the systems of law enforcement education at the State or local level in Vermont. This should be corrected, and the Training Council should begin to integrate the process of education and training in Vermont.

3. ANALYSIS OF THE PROBLEM

The primary method of analysis was the comparison of Vermont practices at the state and local level to various practices throughout the United States with regard to state attempts at total training for a particular state. The primary questions have to be: (1) Who do you want to reach?, and (2) Who reaches them?, relative to professional law enforcement training. Much of what Vermont is experiencing now has been experienced by other states in their attempt to develop minimum training standards.

Another method of analysis was to equate the apparent needs of Vermont to the National Advisory Commission for Standards and Goals for Police.

Analysis also included descriptions by involved personnel at the seminar in Rutland.

#### 4. FINDINGS AND CONCLUSIONS

The primary finding is that there is no real system to determine the exact needs and objectives relative to performance standards for all law enforcement training in the State of Vermont.

There appears to be a number of considerations regarding the findings and conclusions. These considerations are:

- The existing system for law enforcement training in the State of Vermont is now very fragmented.
- There is no coordinated system for a law enforcement officer, either at the local level or the state level, to see a coordinated development plan throughout his career.
- There is the appearance of too much State Police influence. Simply stated, the eight weeks of mandated training at the local level seems to be a diluted 14-week State Police curriculum.
- There is no in-service, middle management, or executive development training in the State of Vermont, with the exception of sending people to the Babson School on what appears to be a haphazard system.
- There is little or no commitment from various law enforcement organizations at the highest level.
- There is little relevancy to actuality in training for the law enforcement officer when considering all aspects of law enforcement training.
- There are few objectives stated relative to law enforcement training.
- There is little or no relationship between law enforcement training in Vermont and various colleges that have criminal justice curricula.

- State standards, as they now exist, are relatively vague and perhaps unsupportable.
- Credibility seems to be lacking in terms of law enforcement training. Credibility is always the key to good sound professional law enforcement training. Without credibility, it is doubtful if any training can be accomplished in a meaningful way. This is a culmination of the previous considerations.

One example that needs to be discussed shows the validity of the previous findings. It is the 40 hours of training held for various individuals before they are eligible to be part-time law enforcement officers or part-time deputies. This particular training commenced on December 1, 1975, in Rutland, Vermont, where 157 people were present for the training. The training was conducted in a room meant to accommodate 25 to 35 people at the most for good positive training. Needless to say, the attendees were overly crowded while trying to benefit from the training. It should also be noted that there are no certificates issued for successful completion. Obviously, certificates of attendance mean exactly what they say. There is no way in training such as this to measure the performance of an individual.

Training such as this can be conducted if certain administrative steps are taken. There is no real need to discuss administrative steps since they basically are known to training specialists, and this expertise is available in Vermont.

In reference to the example of the 40-hour course held in Rutland, certain things can be stated. The minimum standards for the Criminal Justice Training Council of Vermont can control certain things. For example:

- They can control the people who are teaching or attending that particular course. Certain administrative procedures can be developed that will allow only a certain number to attend. It is certainly better to create five schools of 30 per session than have 157 in attendance at one session.
- It appears that instructors have not been told what the expectations are relative to their instruction. In essence, this boils down to each individual teaching his version of a particular subject.

- There is no testing procedure, and there is no incentive. Students don't know what is expected of them; and consequently, students react to the course as they perceive the administration of the course.
- The attempt to state that costs are relatively low for this type of training is a myth. Training costs are high and always are.

In conclusion regarding the 40-hour program at Rutland, one must always ask the question in terms of training: "What will the students be able to do when they finish the course that they couldn't do before they took the course?" This question cannot be answered with the existing system.

5. RECOMMENDATIONS

5.1 General Recommendations

It is highly recommended that the Vermont Criminal Justice Training Council develop a system of program administration that, in essence, puts teeth into the training council act. This can be encompassed as general administrative systems that ensure some degree of proficiency by the individuals when they complete particular training systems.

It is further recommended that the Vermont Criminal Justice Training Council develop a three-phased system to determine the training needs for all levels in law enforcement in the State of Vermont.

Phase One should be the research phase. This basically encompasses successes and failures relative to police performance. During the research phase, it is recommended that five other state systems be explored for benefits to the State of Vermont. The five systems that should be studied are California's POST Program, New York's Mandated Program, North Carolina's Certificate Program, Maryland's Zone System, and the Florida system which has built in an incentive plan. Also in the research phase, consideration should be given to what is known as the Triangle System for developing training needs. The Triangle System is basically a series of triangles built upon certain criteria. In essence, the primary triangle is what the individual must know to operate. The second triangle is what the individual should know in order to operate effectively. The third triangle is what is necessary to know for the law enforcement officer to be fully developed. The fourth triangle is the application phase in which the individual applies what he knows to his police operation and where some judgments are made regarding his ability to apply the information he has gained. The fifth and last triangle is the development of current information relative to the law enforcement profession that he can be given in a systematized manner such as in-service training.

Phase Two should be an interview phase with operating agencies to determine the framework and to develop views about their feelings on police performance standards. Operating agencies not only means the law enforcement agencies themselves, primarily from the top of the agency, but also various selectmen, aldermen, and city managers for the purpose of discussing and eliciting their views of the law enforcement function and the performance they expect.

Phase Three is the on-the-job phase in which law enforcement officers are observed in terms of how they perceive and fulfill their functions. This can be done in a number of ways from "riding-with-them" programs to job evaluations, to the utility of using former graduates of various programs to determine their perceptions of the particular program and performance standards.

## 5.2 Specific Recommendations

It is also recommended that the Vermont Criminal Justice Training Council involve itself in the Criterion Referenced Instruction System. This is a system in which objectives must be determined prior to development of the training materials. This specific recommendation was discussed fully during the working seminar, and members of the Criminal Justice Training Council are aware of the particular system. Information for the system is available through Mr. Kohler at the FBI National Academy in Quantico, Virginia. He expressed his willingness to work with the Vermont Training Council in the development of Criterion Referenced Instruction Systems. Not only is CRI a good system, it also forces the agency to develop objectives prior to developing any materials for the training system.

Other specific recommendations are that the Vermont Criminal Justice Training Council develop systems of:

- Reimbursement for trainees' travel.
- Replacement of personnel in training because of the small size of many Vermont agencies.
- Paid instructors so that a more coordinated system can be developed for all law enforcement training in Vermont.
- A statewide system of incentive pay for those full-time officers who put together individual systems of education and training, in order to establish a career development system meaningful to both the individual and the particular jurisdiction in the State of Vermont.

## 5.3 Action Plan

The action plan should also be in three phases. The first phase is the setup that includes the various three-phased system that was discussed above and the administration of present and future programs. The second phase is the development of time schedules to complete the various setup systems. The third phase is the implementation of the findings in the set-up phase with a date.

It is recommended in the action plan that the Vermont Criminal Justice Training Council be given the responsibility to develop and define the total system for law enforcement training in the State of Vermont. Funds for the implementation of the recommendations are available from the Governor's Commission on the Administration of Justice. It was stated by

Mr. Forsythe that certain monies are available to develop the particular data listed above. It is recommended that the Criminal Justice Training Council of Vermont develop and submit the plan and cost analysis to the Governor's Commission on the Administration of Justice for funding.

It is also recommended that the action plan consider the data available in the National Advisory Commission on Criminal Justice Standards and Goals for Police. In many respects, the data contained in the training sections of the standards and goals are data that were developed by numerous experts who considered previous experiences and recommendations as a blueprint for further growth. For example, in the research phase recommended for the State of Vermont, several broad areas have been identified as basic in the police goals and standards text. It is recommended that the action plan for the Criminal Justice Training Council of Vermont utilize the six basic areas and expand upon or delete those areas as a basic research document.

Further, it is recommended that the Vermont Criminal Justice Training Council explore in their action plan the possibility of regionalizing various law enforcement training programs, whether they be on the recruit level or in the area of executive development. It is also suggested that the Criminal Justice Training Council consider the Burlington area, because it has the largest municipal police department in the State of Vermont. The Burlington Police Department appears to be a sound organization, and the Department could possibly be used as a laboratory for any training conducted in the Burlington area.

**END**