

POLICE
INDIVIDUAL TECHNICAL ASSISTANCE REPORT

In Response to a Request for Technical Assistance by the

Governor's Planning Commission

~~State of Connecticut~~

- MUNICIPAL POLICE

TRAINING COUNCIL - ASSESSMENT
OF OPERATIONS -

October 30, 1972

Prepared by:

**Public Administration Service
1313 East 60th Street
Chicago, Illinois 60637**

(Per Contract J-LEAA-015-72)

DEPARTMENT OF JUSTICE

INTERNAL ROUTING/ACTION SLIP

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			SUBJECT: ASSESSMENT OF ACTIVITIES, AND
			SPECIFICATIONS FOR ^A STUDY OF
			THE IN-SERVICE TRAINING NEEDS
			FOR MUNICIPAL POLICE TRAINING
			ACADEMY ACADEMY FOR STATE
			OF CONNECTICUT.

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I. PRELIMINARY INFORMATION

A. Consultant Assigned:

Jacque K. Boyer
Consultant
Public Administration Service

B. Date Assignment Received:

August 30, 1972

C. Date of Contact with LEAA Regional Coordinator:

August 30, 1972

D. Dates of On-Site Consultation:

October 4, 5, and 6, 1972

E. Individuals Interviewed:

Peter Liebowitz
Chief Planner
Governor's Planning Commission

H. R. Sterrett
Executive Director
Governor's Planning Commission

Richard Hannon
Executive Director
Municipal Police Training Council

Fred Morton
Training Officer
Municipal Police Training Council

Tom Bonacure
Training Officer
Municipal Police Training Council

Professor Belden Schafer
Municipal Police Training Council
Member

Martin Picirillo
Director of Police Training
New Haven, Connecticut

Also met with the Municipal
Police Training Council at a
regular meeting.

II. STATEMENT OF THE PROBLEM

A. Problem as per Request for Technical Assistance:

The Municipal Police Training Council (MPTC) is directly responsible for training more than 400 new police recruits a year and is also responsible for certifying all police training programs in the State.

Recently, the MPTC received a subgrant for the purposes of studying both recruit and in-service training needs and identifying ways of meeting these needs, evaluating present training programs, developing new curricula and training standards, and measurement of the effect of the new curricula on each recruit (i.e., "evaluation"). The originally proposed study was to be a joint effort between the MPTC and the Connecticut State Police Department. Due to personnel changes at the Connecticut State Police, the originally proposed study cannot be undertaken. In addition, subsequent discussions with the Executive Director of MPTC and the subgrantee have indicated a desire on their part to expand the scope of the study to include coverage of the future needs, and direction for MPTC, and an examination of substantive issues concerning the conducting of police training in Connecticut, i.e., what kinds of training to be conducted by whom, for whom, and in what form.

As presently structured, two specialists would be hired under the subgrant to conduct the study. In order to make the best possible use of their time, a more specific definition of the study to be undertaken is needed. Towards this end, it is requested that LEAA technical assistance be provided to carry out the following:

1. A preliminary assessment of the MPTC's present activities and operations in the police training area insofar as they relate to its legislated mandate and future anticipated needs in this area.
2. Specifications for a study of recruit and in-service training needs and alternative ways of meeting these needs, in the form of the specifications for such a study. The major goal of the requested technical assistance will be to insure the best possible use of the block grant monies subgranted to MPTC. The results of the study to be performed will be expected to have a major impact on the direction of police training in Connecticut.

B. Problems Actually Observed:

(Not Applicable)

III. FACTS BEARING ON THE PROBLEM

(See Consultant's Report)

IV. POSSIBLE COURSES OF ACTION

(See Consultant's Report)

V. RECOMMENDED COURSES OF ACTION

(See Consultant's Report)

MEMORANDUM REPORT

TO: The State of Connecticut Planning Committee on Criminal Administration and the Connecticut Municipal Police Training Council

FROM: Jacque K. Boyer, Consultant, Public Administration Service

During on-site discussions with Peter Liebowitz, Chief Planner for the Connecticut State Planning Committee on Criminal Administration (SPC) and with Richard Hannon, Executive Director of the Municipal Police Training Council (MPTC), it was agreed that this report would include three sections:

1. A preliminary assessment of the manner and extent to which the MPTC is presently carrying out its legislatively mandated responsibilities.
2. Some brief observations as to ways in which the MPTC's current internal management and operation might be improved.
3. A first draft of a Request for Proposal of a study to (a) determine the nature and volume of municipal police recruit and in-service training needs; (b) identify relevant MPTC program objectives; and (c) propose, evaluate, and recommend alternative operational programs for meeting both short-range and long-range goals and objectives.

Before proceeding to the body of this report, I would like to express my appreciation for the constructive and cooperative manner in which Mr. Liebowitz of the SPC and Mr. Hannon of the MPTC assisted in making the on-site visit productive. During my visit I noted a strong interest on the part of representatives of both the SPC and the MPTC in working toward a continued improvement in municipal police training in Connecticut.

Section 1

The legislation establishing the MPTC and defining its powers was enacted by the Connecticut State Legislature in 1965. A copy of this legislation in its current form is attached.

Basically the legislature does two things: (1) it requires that all persons receiving original appointment on a permanent basis as a municipal police officer in Connecticut after October 1, 1966, complete an approved municipal police officer basic training program, and (2) it sets forth the membership and powers of a Municipal Police Training Council with the granted powers extending not only to the review and approval of basic police training programs, instructors, and facilities but also to the recommending of advanced in-service training programs and for consulting and cooperating with institutions of higher education in the development of police science and police administration programs.

According to informed persons associated with municipal police training in Connecticut over a period of many years, the legislation was a result of efforts by the Connecticut Chiefs of Police Association to establish, under law, a statewide municipal police training program. The Chiefs of Police Association had, through its Education and Training Committee, been conducting a recruit training school for the smaller municipalities over a number of years and had worked hard to get legislative sanction and support for a statewide program. As passed in 1965, the Municipal Police Training Act (now Sections 7-294a through 7-294e of the General Statutes) was and is similar to other mandated programs around the country in that it provides for the setting of minimum police training standards and requirements and for the review and approval of municipal police training schools and their courses, facilities, and instructors. In the same year (1965), the legislature authorized a \$1,435,000 bond issue for the construction of a centralized police training academy for use by both state and local police.

Although the actual wording of the statutory provisions (see particularly Section 7-294d, Powers of Council) pictures the Municipal Police Training Council primarily as an agent for setting and enforcing minimum statewide local police training standards, the historical perspective described above helps explain why the MPTC has initially seen its major objective as actually providing the mandated training through its own training programs at a centralized location and has so far been giving only nominal attention to certification procedures, in-service training, and college-level programs.

The only *explicit* "mandates" given to the MPTC by the legislature relate to such matters as the constituency of the Council, terms of office, and annual reports to the Governor. *Implicit* mandates that might be read into such things as the powers granted to the Council by the law would be difficult to identify with any degree of certainty, particularly in view of the historical perspective described above. A more useful question with regard to the functioning of the MPTC would relate to what its objectives should be in terms of the total range of both present and future municipal training needs in Connecticut and what plans, programs, staffing, and procedures would best enable the State to accomplish these objectives.

The answers to these questions could be developed only through a comprehensive study of the matter, preferably along lines envisioned in Section III of this report. The MPTC is aware of the need for such a study and the Connecticut Planning Committee on Criminal Administration has responded favorably to its request for funding assistance.

However, a few general observations can be made on the basis of a brief visit and the reading of relevant documents:

1. The MPTC has basically good enabling legislation of a nature that would provide a workable base for a significantly broadened municipal police training program.
2. The MPTC has available to it a new, high quality physical plant and facilities—a modernly designed police training academy (at Meriden) that opened in June, 1971. These facilities are shared with the State Police for training purposes and are expected to be rounded out by the addition of a gymnasium, an outdoor firing range, a training tank, and a driver-training track. The present classrooms and other indoor facilities are not yet fully utilized and should be able to accommodate a considerable expansion of programs.
3. The MPTC has a developing but relatively small and inexperienced staff. Of the 11 authorized professional positions, 4 are unfilled. Of the seven filled positions, four are filled with persons who have been in their present positions six months or less.
4. Both the council members and the staff of the MPTC show an interest and a willingness to improve and expedite the present basic training program, to assume increasingly responsible roles in in-service training, and to otherwise foster municipal police professional development in the State. They are in clear need, however, of further program definition and development.

Section II

The on-site visit provided a basis for a few brief suggestions as to some areas of improved MPTC internal staffing and administration:

1. As indicated in Section I, the MPTC is presently short of staff. High priority should be given to the filling of these positions. Both the MPTC and the State Department of Personnel should give special attention to the prompt filling of these positions with the best qualified persons available. The recruit training program itself, with a present backlog of over 120 applicants and a statewide pattern of increasing numbers of police recruits each year, will require the additional staff.
2. The MPTC Executive Director requires some administrative assistance as promptly as possible. Too much of his time since being appointed in May appears to have been taken up with minor administrative duties including some grant reporting matters inherited from his predecessor. Especially until such time as the existing staff vacancies are filled and the new appointees have time to get their feet on the ground, some arrangement should be sought to provide this assistance, perhaps in the form of a loan of an administrative-assistant type of person from another governmental unit or agency (as provided for by the Intergovernmental Personnel Act) or by the granting of an internship to an advanced student in the field of law enforcement and/or government, possibly with some modest funding assistance from the SPC.
3. Related to items 1 and 2 above, the present training staff needs more direction and coordination. Since the Training Director position is not filled and the Executive Director is fully occupied with other matters, the instructors are currently coordinating their own work, with the assignment of primary coordinating responsibility rotated among instructors. This circumstance, plus the fact that the instructors are also assigned part time to the conduct of a recruit training school in New Britain, makes fully effective utilization of personnel difficult if not impossible. Appointing one of the present instructors temporarily to the Training Director function is seen as being impractical because the "incumbent" would have an unfair advantage in the forthcoming examination for the Training Director position. Pending the filling of the Training Director position (which reportedly might not be completed for another four to six months), the Executive Director should probably be giving more attention to this area himself but cannot be expected to do so effectively unless he is provided some temporary administrative support of the type suggested in item 2 above.

Section III
FIRST DRAFT OF REQUEST FOR PROPOSAL

SUBJECT: Request for Proposal for Statewide Study of Municipal Police Training Needs, Objectives, and Program Development.

CLOSING DATE: Not later than _____ local time at the place designated for receipt of proposals.

PLACE DUE:

General Instructions

Proposals must set forth full, accurate, and complete but *concise* information as required by this Request for Proposal.

The proposal should be submitted in five copies.

Proposals should detail the elements of work involved, the level and number of personnel to be utilized, and a breakdown of costs (personal services, transportation, materials, overhead, etc.) anticipated in accomplishing the requirements set forth.

Criteria for Evaluating the Proposals Received

Proposals will be evaluated and the prospective contractor selected principally on the following criteria, not necessarily in this order of ranking:

1. Offeror's proposed statement of work. Emphasis will be on grasp of the problem involved, soundness of approach, and any suggestions for changes in the effort involved as well as the advantages and other benefits of such changes.
2. Capability for establishing effective working relationships: The personnel on this project must be able to work effectively with the law enforcement and other participating agencies involved. Demonstrated proficiency relevant to this criterion is necessary. Interviews with prospective contractors within competitive range may be conducted to provide input for this criterion.

3. **Background and previous experience of personnel** (including any special consultants and subcontractors) to be assigned to the project and their demonstrated competence in the type of work each is to perform (include a complete resume and time commitment for each professional or technical person to be assigned).
4. **Budget and fee.**
5. **Organization and management.** Consideration will be given to management and project control, ability to commit staff and consultants within time requirements, and recent relevant performance record. (The contractor is invited to submit at least two final reports from other projects undertaken by personnel to be assigned to this project to provide input for this criterion.) The names, addresses, and telephone numbers of agencies for whom the offeror has previously conducted similar studies, even if in progress, should also be included.

To give offerors some guidelines as to the relative importance of the above listed evaluation criteria, the following information is set forth:

Evaluation points 1, 2, and 3 are considered to be, substantially, of the most importance from a technical standpoint and are of first priority.

Evaluation points 4 and 5 are next in importance, a contract may be negotiated with the offeror whose proposal will be most advantageous to achieving the objectives of this study. The right is reserved to accept other than the lowest cost proposal and to reject any or all proposals.

Acceptance Period

In submitting a proposal, offerors agree that the proposal remain valid for a period of 90 days after the closing date for submission of proposals and may be extended beyond that time by mutual agreement.

Project Monitor

The sponsor will designate a Project Monitor responsible for the technical administration of the project.

Term of Contract

It is estimated that the objectives and work called for in this project represents not more than 10 man-months of effort.

Background

(This section of the RFP could probably be best drafted by someone with a good existing knowledge of the history of MPTC and its operations. Perhaps Professor Beldon would like to do this.)

Objectives of the Proposed Statewide Study

The specific objectives of the statewide study are as follows:

1. 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 10 years.
2. 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.
3. 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 organizational, administrative, and financial requirements and arrangements.

Statement of Work to be Done

To achieve these objectives the study must include the following elements:

1. Determination of present and projected municipal police manpower on a statewide basis.
2. Collection and analysis of data on levels and types of training already received by all currently employed municipal police officers in the State.
3. Review and description of existing program and facilities of the Municipal Police Training Council and other academies training municipal police officers in the State.

4. 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.
5. 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. This review and analyses should extend to all aspects of professional police development, including recruit training, in-service advanced and specialized training, supervisory and command training, certificate programs, and cooperative programs with institutions of higher learning. This review and analysis should result in a proposed statement of general and specific MPTC objectives and program goals.
6. Identification, description, and evaluation of alternative approaches and programs through which the MPTC could accomplish the stated goals and objectives.
7. 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.
8. 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.

Contract Requirements

In addition to meeting all of the requirements of the Law Enforcement Assistance Administration and the Connecticut Planning Committee on Criminal Administration regarding the conduct, administration, accounting, and monitoring of subgrants awarded by the Planning Committee, the contractor will provide to the Planning Committee, at the termination of the subgrant project, one reproducible original and 25 copies of a complete final report, to include both an executive summary suitable for separate publication and detailed review of the study performed, from a statement of basic goals and assumptions

through the determination of a final best set of recommendations. Approval of such final report shall be prerequisite to successful completion of the contracted project and final payment, and the right to publish and distribute this final report or any part thereof shall accrue to the Connecticut Planning Committee on Criminal Administration without recourse.

A formal contractual arrangement will be entered into with the contractor selected as per the guidelines of the Law Enforcement Assistance Administration and the Connecticut Planning Committee on Criminal Administration.

Nongovernment Organizations

With respect to arrangements with nongovernment organizations: (1) the arrangement is formal and proper and consistent with the usual practice and policies of the grantee or subgrantee government in contracting for or otherwise obtaining services of the type required; (2) selection of contractors has involved the securing of competitive bids or proposals from a group of qualified organizations; (3) indirect costs or overhead charges in cost-type arrangements are based on an audited or negotiated rate previously approved by a state or federal agency or are based on an indirect cost submission, preferably incorporating a wage and salary base, reflecting actual cost experience during the contractor's last annual or other recently completed fiscal period; and (4) the fixed fee or profit allowance, in cost-type arrangements, does not exceed 10 percent of total costs. On Part B planning grants, state planning agencies must also comply with the special requirement that use of more than one-third of the State's annual Part B grant for contracted planning services or assistance by nongovernmental organizations should have prior LEAA written approval (*SPA Planning and Action Grant Guide*, page 8).

Municipal Police Training Act

§ 7-294a. Police Training Council. Definitions.

As used in sections 7-294a to 7-294c, inclusive, "council" means the municipal police training council; "governor" includes any person performing the functions of the governor by authority of the law of this state; "municipality" means any city, town or borough within this state; "police officer" means a member of a regularly organized police department of a municipality, excluding supervisory personnel, who is responsible for the prevention or detection of crime and the enforcement of the general criminal laws of the state and shall include uniformed constables who perform the aforesaid duties full time and constables elected in accordance with the provisions of section 9-200, but shall not include civil officers, or any person serving as such solely by virtue of his occupying any other office or position. (1965, P.A. 575, § 1; 1969, P.A. 684; 1971, P.A. 571.)

1969 Amendment

1969, 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."

1971 Amendment

1971, P.A. 571 excludes supervisory personnel from training requirements by excluding them from the definition of "police officer."

Library References

Municipal Corporations, Key 180 (1).

C.J.S. Municipal Corporations § 563 et seq.

§ 7-294b. Members of Council. Holding of Other Office.

(a) There shall be a municipal police training council which shall consist of the following members appointed by the governor: (1) a chief administrative officer of a town or city in Connecticut; (2) a member of the faculty of The University of Connecticut; (3) eight members of the educational committee of the Connecticut Chiefs of Police Association who are holding office or employed as chief of police or the highest ranking professional police officer of a regularly organized police department of a municipality within the state. The commissioner of state police and the federal bureau of investigation special agent-in-charge in Connecticut shall be ex-officio members of the council. All members of the council appointed by the governor shall serve for a period of two years, except that, of the members first appointed, the governor shall appoint four members designated in subsection (3) to serve for a term of one year and four members to serve for a term of two years. The council shall elect from its membership a chairman and a vice chairman who shall each serve for a term of one year. Any member of the council shall

immediately upon the termination of his holding the office or employment which qualified him for appointment cease to be a member of said council. A member appointed to fill a vacancy shall be appointed for the unexpired term of the member whom he is to succeed in the same manner as the original appointment. The members of the council shall serve without compensation but shall be entitled to actual expenses involved in the performance of their duties.

(b) Membership on the council shall not constitute holding a public office. No member of the council shall be disqualified from holding any public office or employment by reason of his appointment to or membership on the council nor shall any member forfeit any such office or employment by reason of his appointment to the council, notwithstanding the provisions of any general statute, special act or local law, ordinance or charter. (1965, P.A. 575, §§ 2, 4.)

Library References

Municipal Corporations, Key 181.
C.J.S. Municipal Corporations § 564.

§ 7-294c. Annual Report.

The council shall make an annual report to the governor which shall include pertinent data regarding the standards established for and the degree of participation in the training program. (1965, P.A. 575 § 3.)

Library References

Municipal Corporations, Key 181.
C.J.S. Municipal Corporations § 564.

§ 7-294d. Powers of Council.

The municipal police training council shall have the following powers: (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 nonpermanent 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 courses 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 each year; (i) to consult with and cooperate with universities, colleges and institutes for the development of specialized courses of study for police officers in police science and police administration; (j) to consult with and cooperate with departments and agencies of this state and other states and the federal government concerned with police training; (k) to employ an executive director and such other personnel as may be necessary in the performance of its functions; (l) 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. (1965, P.A. 575, § 5; 1967, P.A. 669.)

1967 Amendment

1967 Public Act 669 relettered former subdivision (k) to subdivision (l) and added present subdivision (k).

Library References

Municipal Corporations, Key 181.
C.J.S. Municipal Corporations § 564.

§ 7-294e. Appointees to Police Departments to Have Completed Program.

Notwithstanding the provisions of any general statute or special act or local law, ordinance or charter to the contrary, 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; and every person who is appointed on a temporary basis or for a probationary term or on other than a permanent basis as a police officer of any municipality shall forfeit his position as such unless he previously has satisfactorily completed, or within the times set forth by the council satisfactorily completes, a municipal police basic training program for temporary or probationary officers and is awarded a certificate by said council attesting thereto. The municipal police training council may make such regulations as it deems necessary to carry out the provisions of this section, giving due consideration to the varying factors and special requirements of law enforcement agencies, in the same manner as other state agencies, and such regulations shall be binding upon all regularly organized municipal police departments. (1965, P.A. 575, § 6.)

Library References

Municipal Corporations, Key 184(2).
C.J.S. Municipal Corporations § 571.

END

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