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MINNESOTA

**CRIME
CONTROL
PLANNING
BOARD**

EVALUATION UNIT

46154



EVALUATION
REPORT

SUMMARY

MINNESOTA PEACE OFFICER TRAINING AND EDUCATION:

FINAL REPORT

NCJRS

APR 6 1978

ACQUISITIONS

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The Evaluation Unit of the Crime Control Planning Board¹ conducted an evaluation of peace officer training from January, 1976 to October, 1977. The major findings of the evaluation are contained in Minnesota Peace Officer Training and Education: Final Report and are summarized in this document.

DATA AND DATA SOURCES

A number of issues have been addressed and a number of data sources used in this evaluation of peace officer training and education.

First, project personnel have collected descriptive information on law enforcement training and educational programs in the state. The sources of this information were administrators of the academies that conduct training, of the vocational-technical institute programs, and of the college and university programs.

Second, the evaluation of training delivery in Minnesota has been based on several types of data. Extensive survey data have been collected from recruits receiving basic training from the Bureau of Criminal Apprehension (BCA),² graduates of the BCA basic course with post-training job experience, officers attending the BCA in-service courses, law enforcement trainers, and supervisors of recent BCA graduates. Cost data and manpower projections have been utilized to assess the economic feasibility of alternative training delivery systems. Manpower data were derived from training board files, Crime Commission surveys, and Department of Public Safety estimates while most cost data were provided by program administrators. Finally, legal considerations

¹The Crime Control Planning Board replaced the Governor's Commission on Crime Prevention and Control on August 1, 1977.

²The BCA has trained the majority of Minnesota recruits.

have been studied to determine potential legal problems with alternative systems.

Third, the current mandatory basic training course conducted by the BCA has been evaluated. Evaluations of many in-service classes have also been conducted but results of these have been compiled separately from this report.¹ Several types of data have been collected to address the adequacy of the mandatory basic course. Content analyses and comparisons of the BCA course to other Minnesota programs and to programs in other states have been conducted. Extensive survey data have been obtained from recruits, graduates, trainers, and supervisors. In addition, data from job analyses of Minnesota law enforcement agencies have been analyzed to assess the degree to which the basic training program is relevant to the tasks performed by entry-level Minnesota law enforcement personnel. Most of the job analysis information was collected by concurrent studies, but project personnel conducted post-shift interviews in northern agencies to improve the representativeness of the samples.

Finally information on recruits trained in 1976-77, has been compiled. Data include background, attitudinal, agency, and community characteristics, and have been collected from two sources. First, recruits themselves provided some of this information in the questionnaires completed during the training program; second, additional data such as test scores, date of law enforcement, employment, and type of employing agency were coded from the BCA files. All of these survey and coded data remained completely anonymous and confidential.

¹See list of Project reports in Appendix A of this document.

MAJOR FINDINGS

THE DELIVERY OF PEACE OFFICER TRAINING IN MINNESOTA

Section A of the full report, "Peace Officer Training and Educational Programs in Minnesota," describes the peace officer training and education programs offered in Minnesota. Chapter II is devoted to training and briefly describes the academies that have conducted mandated training--the Bureau of Criminal Apprehensions (BCA), the State Patrol, Minneapolis Police Department, and St. Paul Police Department. In the past the BCA has trained approximately 90% of Minnesota's recruits. The other three academies train their own personnel. Chapter II also discusses legislation that was passed during the 1977 session. The legislation reconstituted the training board as the Minnesota Board of Peace Officer Standards and Training (MBPOST), an independent licensing board. Figure 1 describes the three routes to a law enforcement career that are likely to result from 1977 legislation.

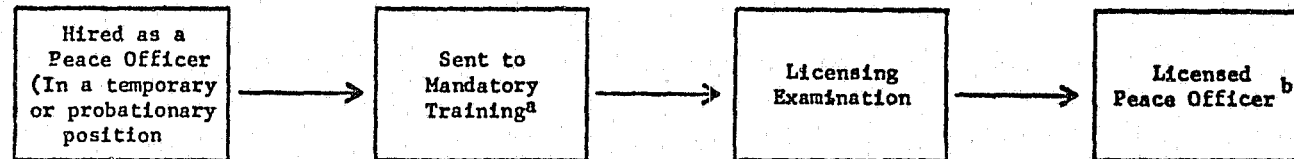
The first route, which has been followed in the past, is to be hired by an agency and then to be sent to mandatory training (generally to the BCA eight-week program). If the recruit successfully completes the program and passes a licensing examination he/she will be licensed and will then return to the employing agency.

The second route will exist if the vo-tech law enforcement programs are certified as meeting mandatory training requirements. Graduates would be licensed and available for employment if they successfully completed the two-year program and passed a licensing examination. The current vo-tech programs at Alexandria and Hibbing are described in Chapters III and XI of the full

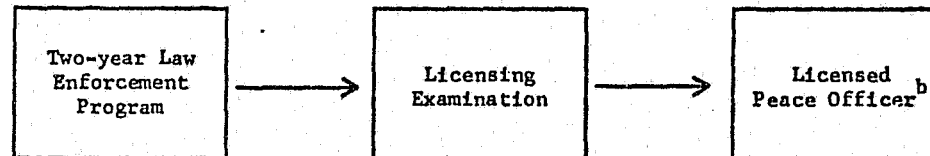
FIGURE 1

ROUTES TO A LAW ENFORCEMENT CAREER
THAT ARE LIKELY TO RESULT FROM 1977 LEGISLATION

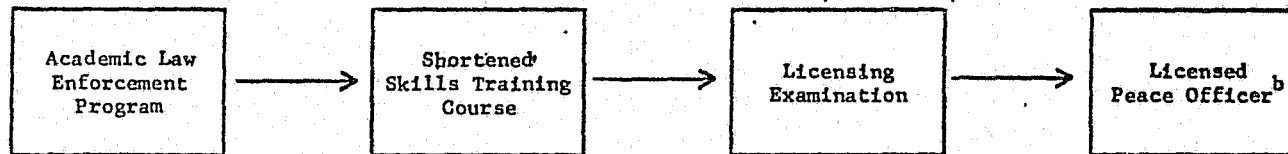
1. Traditional Route (cost borne by state/community)



2. Certified Vo-Tech Route (cost borne mostly by state and minimally by student)^c



3. Certified Preparatory Academic Route (cost borne mostly by student and partially by state)^d



^aThe time within which an officer must be trained after being hired is an issue to be resolved.

^bIt is possible that the new Standards and Training Board would choose to include a probationary period of employment as a licensing requirement.

^cIf the vo-techs are certified as regular mandatory training programs, the time within which a graduate would be eligible for employment will need to be established.

^dA graduate is eligible for employment for one year from completion of skills training.

report. These programs have not yet been certified as of Fall, 1977.

The third possible route is the certified academic route. Preparatory law enforcement college programs can be certified by the MBPOST. Graduates of certified preparatory programs can attend a regional, shortened skills course which replaces the requirement to attend regular mandatory training. A graduate can be licensed and available for employment if he/she successfully completes the academic program and the skills course and passes a licensing examination. The 21 college and university law enforcement/criminal justice programs are discussed in Chapters IV and XI of the full report. These academic programs have not yet been certified as of Fall, 1977.

Recruits following the vo-tech and college routes would be trained and licensed prior to employment. Presumably agencies will seek such persons in order to avoid the costs and burdens of the eight-week training program. As a result it is likely that fewer persons will follow the traditional route of employment prior to training and that fewer recruits therefore will be attending the regular mandatory training program which has been serving most Minnesota recruits.

Although a new training system is taking shape, a number of questions and ambiguities remain which are elaborated in Chapter V of the full report. These questions include:

For Regular Mandatory Training--

- Will the BCA continue to provide mandatory basic training?
- Will the mandatory course continue to be offered only in the metropolitan area, or possibly at new regional locations?
- How frequently will courses be offered and within what time period will employed recruits be trained?

For Vo-Tech Law Enforcement Programs--

Will the vo-techs seek certification as mandatory basic or as preparatory academic programs?

Will additional vo-tech programs be initiated and seek certification?

For the College and University Law Enforcement/Criminal Justice Programs--

Which academic programs will seek certification as preparatory programs?

Who will teach the skills course for graduates of the preparatory programs, the BCA or instructors at college locations?

Where will the skills course be offered?

How frequently will the skills course be offered and when in the academic program can the student attend?

How long will the shortened skills course be?

EVALUATION OF THE MINNESOTA TRAINING DELIVERY SYSTEM

Section B of the full report, "Evaluation of Training Delivery," assesses the current training delivery system from several perspectives. Training delivery is taken here to mean the "how, when, and where" of training, as opposed to the "what" or substance of training that is the subject of Section C. Chapter VI contains comparisons of the Minnesota system to the standards established by the National Advisory Commission on Criminal Justice Standards and Goals. Chapter VII reports the opinions of various Minnesota law enforcement personnel on training delivery. Opinions of trainees, trainers, graduates, and supervisors on issues such as location of training, length of training, and time of training are reported here. Chapter VIII contains economic considerations of alternative delivery systems. Manpower projections for future training needs are presented and cost data on alternative systems are analyzed. Chapter IX points to legal problems associated with possible training delivery systems. Finally, Chapter X summarizes the various findings associated with the evaluation of training delivery and the needs identified. These needs include:

Further investigation into the feasibility and advantages of coordinated criminal justice training for Minnesota Peace Officers is needed.

There is a need to obtain legal opinions on whether and by whom selection standards can be implemented as enrollment criteria for certified programs; and/or to pursue the feasibility of informing applicants to certified programs of standards that will be applied at licensing and of having the standards voluntarily imposed.

The time of training for recruits who are hired without training needs to be specified and attention needs to be given to the problem of offering training soon after (or prior to) the exercise of authority.

There is a need for supplementary field training by individual agencies with particular attention to:

- a) the difficulties of small agencies, and
- b) the difficulties of designing a program for graduates of three different training processes.

Regional training facilities are needed to increase the convenience of training for Minnesota law enforcement personnel; with particular attention paid to vo-tech and/or college locations to avoid costs of entirely new facilities; and with particular attention paid to problems of oversupply.

Improved facilities are needed, especially to facilitate the use of audio-visual equipment and student skills practice.

A mandatory training course in excess of the current 280 hours is needed for officers not trained by a certified vo-tech or college program.

There is a need for peace officer training programs with sufficiently small classes and with sufficient time to enable extensive student participation.

Mandatory training for all peace officers is needed.

Expansion of the coverage of the reimbursement program is needed if the regular mandatory program is to be encouraged.

Successful completion of a basic course for instructors, periodic refresher training for instructors, and regular review and evaluation of instructors' lesson plans and classroom presentations are needed.

BASIC TRAINING CURRICULA

Section C, "The Mandatory Basic Training Program--Description and Evaluation," focuses on the mandatory basic training course offered by the BCA. The course is described in Chapter XI in terms of course topics and hours per topic. This information is compared to courses offered by Minneapolis, St. Paul, and the State Patrol, as well as to basic training programs in other states.

Survey data relevant to the basic course are reported in Chapter XII. Opinions of trainees obtained from end-of-course evaluations on course topic importance, time spent, instruction, materials, and methods are reported. Self-evaluations of job preparation and performance from two samples of graduates (one with six months and one with three years of post-training job experience) address the adequacy of the recruit training; that is, areas in which graduates feel especially well or poorly prepared might indicate the quality of training. Supervisors of BCA graduates and a subsample of training officers also have rated the job preparation and performance of recruits. Survey data obtained from samples of graduates and supervisors contain opinions of the most and the least valuable topics, as well as indications of tasks for which BCA-trained recruits have not been prepared.

Chapter XIII reports results of the job analyses. Investigations of the activities of suburban police officers, of southern rural law enforcement personnel, and of northern Minnesota peace officers have been compared to the content emphases of the BCA course to assess the job-relatedness of the basic training program. The concern here is not only to ensure that officers are prepared for entry-level tasks in the training program but also to discover

if tasks performed differ sufficiently by community type to warrant different types of training programs.

Chapter XIV summarizes the three types of analyses that evaluate the basic course and points to areas in which findings converge or diverge. The assumption is that if findings of three separate and different evaluations (i.e., content, survey, and job analyses) converge, one can be more confident in conclusions. The chapter indicates needs identified in the course evaluation. Needs include:

There is a need to expand the regular mandatory basic training program for officers without vo-tech or college preparatory training.

There is a need to increase skills practice for students enrolled in all three types of preparatory programs. Meeting this need will be most problematic in the college route, since academic courses are not skills-oriented and since the skills course is expected to be quite short.

There is a need to improve training in particular curriculum areas. Table 1 summarizes the curriculum evaluation. Areas in need of most improvement are emphasized in that table. Although conclusions are based on the evaluation of the BCA program, they point to potential areas of need in all three types of programs.

There is a need for differential training in certain areas. That is recruits from different types of agencies required different amounts of training time in certain curriculum areas. Provision of differential training is more complicated in the new training delivery system. Fewer students will be attending the regular mandatory program, making electives less feasible; and students in the vo-tech and college programs will not be hired and hence will not know the needs of their employing agencies. Therefore,

Possibilities of providing differential training other than through a system of electives need to be pursued.

Table 2 includes suggestions for possible areas of differential training and indicates the chapter of the full report in which the suggestion was made.

TABLE 1

IDENTIFICATION OF GENERAL TRAINING NEEDS IN THE MANDATORY BASIC CURRICULUM^a

CURRICULUM AREA	AREA OF TRAINING WHERE NEED IDENTIFIED				
	Estimated Training Contribution ^b	More Time Needed ^c	Low Perceived Value/Importance ^d	Problems with Instruction/Materials ^{c,e}	Need for More Practice/Involvement
Defensive Tactics	-	No *	Yes	Yes	No
Alcohol, Tobacco, Firearms Regulations	-	No * <input type="checkbox"/>	Yes	Yes	No
Oral Communication	-	No *	Yes	0	0
Public Relations	-	Yes* <input type="checkbox"/> ^g	? ^g	Yes	Yes ^h
Written Reports	-	Yes* ⁱ	?	Yes	Yes
Firearms	-	Yes ^j	No	No	Yes ^k
First Aid	-	No * <input type="checkbox"/>	?	No	Yes ^k
Traffic and Accidents	-	No * <input type="checkbox"/>	No	No	Yes ^k
Patrol (including Service and Domesticity)	-	Yes* <input type="checkbox"/> ^l	No	Yes ^l	Yes ^l
Arrest (including Stopping Procedures)	-	Yes <input type="checkbox"/>	No	No	Yes
Driving	- ^m	Yes* <input type="checkbox"/> ⁿ	0	0	0
Physical Training	- ^m	Yes*	0	0	0
Functions of Agencies	+	No * <input type="checkbox"/>	Yes	Yes	No
Mental Health	+	No * <input type="checkbox"/>	Yes	Yes	No
Confessions	+	No * <input type="checkbox"/>	Yes	Yes	Yes
Search and Seizure	+	Yes <input type="checkbox"/>	No	No	No
Juvenile Issues	+	No * <input type="checkbox"/>	No	No	No
Criminal Code	+	No * <input type="checkbox"/>	No	Yes	No
Criminal Investigation	+	No * <input type="checkbox"/>	No	No ⁿ	? ⁿ
Narcotics	+	Yes <input type="checkbox"/>	No	No	No
Crime Prevention	?	No * <input type="checkbox"/>	No	No	No
Courts	?	No *	No	0	0

^aThe following symbols are used in the table: - = low; + = high; 0 = no evidence; ? = conflicting evidence; * = based on evidence from content comparisons (Chapter XI); □ = based on evidence from survey data (Chapter XII); Δ = based on evidence from job analysis (Chapter XIII).

^bEstimates of training contribution are summarized in Figures 12.3 and 12.4. See discussion of tables for basis of estimates.

^cConclusions on the need for more time from recruit evaluations are based on whether the topic ranked in the top ten; conclusions on problems in instruction or materials based on whether the topic ranked in the bottom ten. If one but not the other set of comparisons in Chapter XI suggested the need for more time, the topic is not included as needing more time in this summary (e.g., Traffic).

^dPerceptions of value are summarized in Table 12.15. See discussion of that table for basis of conclusions.

^eBased on recruit course evaluation of instruction and helpfulness of materials.

^fDefensive Tactics, however, ranked seventh in recruits desire for more time (Chapter XII).

^gRecruits do not desire more time for the Human Rights segment of this category. Recruits perceive Human Rights of low value.

^hIn particular, students suggested more discussion for the area of Human Relations.

ⁱRecruits do not indicate a desire for more time in the area, although the BCA program includes fewer hours than do other programs (Chapter XI).

^jRecruits would desire more time. In comparison to other Minnesota programs the BCA program includes sufficient hours, but not in comparison to other states.

^kConclusions based on discussion in Chapter XII, pages 278-291. If the training contribution is low, but no needs can be identified, then one could assume more practice is needed.

^lConclusions are largely for Service and Domestics, rather than for the broader category of Patrol.

^mThese topics are rated of low contribution since no training is provided.

ⁿSome small topics within the category of Criminal Investigation received low ratings for instruction and material, and received suggestions for more student involvement.



= In most need of improvement



= In least need of improvement

TABLE 2			
IDENTIFICATION OF DIFFERENTIAL TRAINING NEEDS			
CURRICULUM AREA	CHAPTER IN WHICH NEED IDENTIFIED		
	Chapter XI Content	Chapter XII Survey Data	Chapter XIII Job Analysis
Breathalyzer	X		
Radar	X		
Firefighting	X		
Physical Fitness	X		
Laws of Arrest		X	
Techniques of Arrest		X	
Search and Seizure		X	
Rules of Evidence		X	
Criminal Code		X	
Criminal Investigation		X	X ^a
Traffic		X	X
Patrol		X	X
Juvenile Issues		X	X
Crime Prevention		X	
Alcohol, Tobacco, Fire- arms Regulations		X	
Sheriff Activities (e.g., jails, serving papers)		X	X
^a One activity classified as "Preliminary Investigation" showed frequency differences. Several activities under "Service Calls" in Chapter XIII which correspond to topics under "Criminal Investigation" also showed frequency differences.			

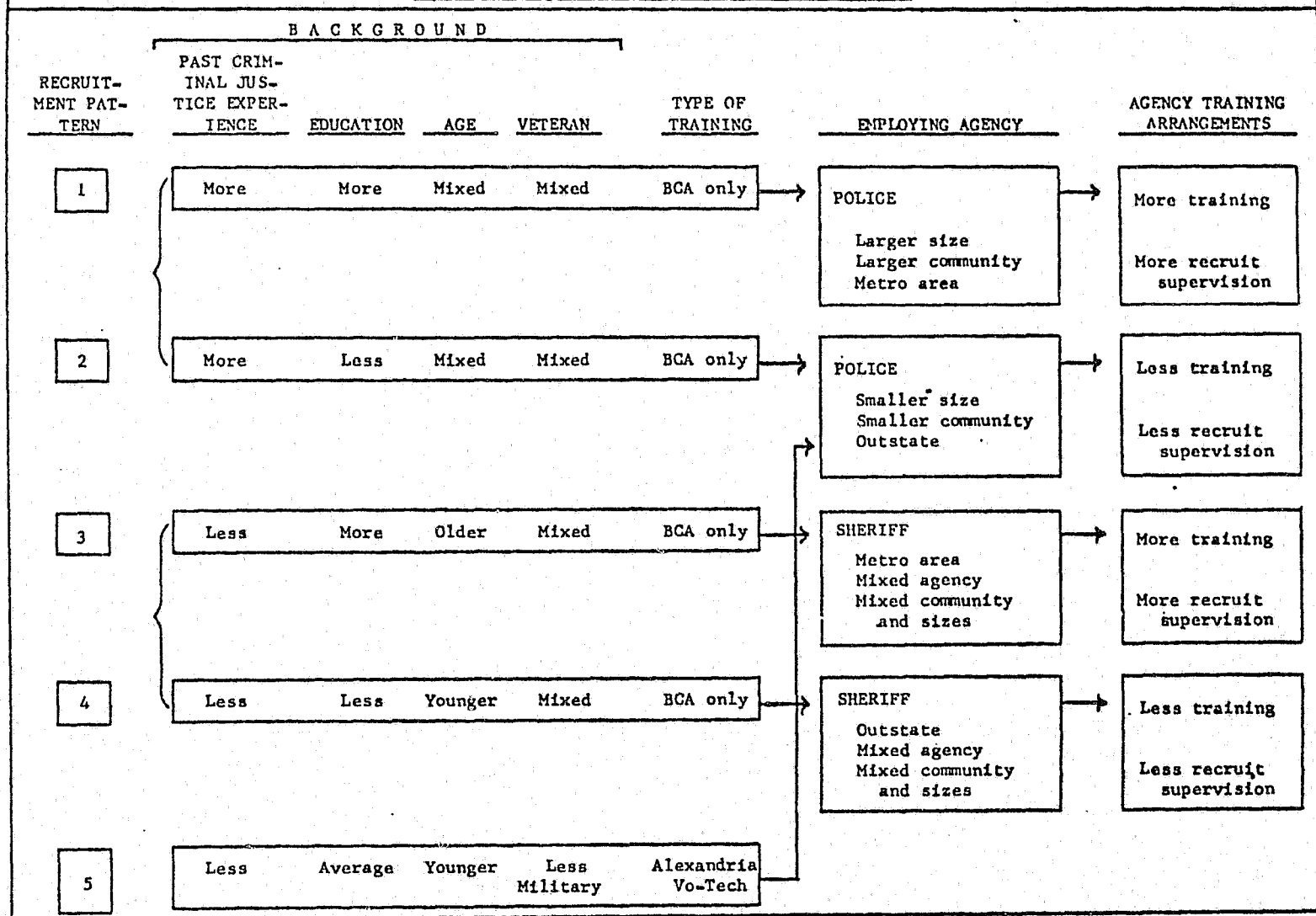
MINNESOTA PEACE OFFICER RECRUITS

Section D of the full report, "The Minnesota Peace Officer Recruit," focuses on the persons trained in Minnesota. Chapter XV describes officers who attended the BCA basic course during the 1976-77 school year and includes comparisons to graduates of 1973-74 and to a group of 1976 Alexandria vo-tech graduates. BCA trainees appear to be a heterogeneous group in terms of age, education, and veteran status. Recruits appear to have more education than in the past. The Alexandria students are younger, generally do not have a military background, generally have vo-tech education only, and are a relatively homogeneous group. Types and extent of past experience differ among the BCA recruits but on the average they appear to have more previous experience than do the Alexandria graduates, though perhaps somewhat less than earlier BCA graduates.

Analyses of recruit attitudes discovered few relationships with background characteristics. There was a suggestion that education might be related to some opinions on the police role, but more evidence is needed. It is apparent, however, that the vo-tech students have different perspectives on some law enforcement issues than do other recruits.

Analyses of the agencies and communities represented by trainees again indicate diversity among the regular BCA recruits. Five recruitment patterns are summarized in Figure 2. These paths to various law enforcement careers represent tendencies discovered from the recruit data, but certainly not all Minnesota recruits fit into one of these types. One set of recruits are younger, have little military experience, have less

FIGURE 2
RECRUITMENT PATTERNS OF MINNESOTA PEACE OFFICERS



past criminal justice experience, have an average educational level with a uniform type of education. These recruits have chosen the vo-tech route to law enforcement and tend to be recruited by smaller, outstate police agencies in smaller communities (see pattern 5 in Figure 2).

Among the BCA trainees those with more past experience have been hired by police agencies. Within this group recruits with more education are more likely to be employed by a larger agency in a larger, metro area community (pattern 1); those with less education are more likely to be found in smaller, outstate agencies and communities (pattern 2).

The regular BCA trainees with comparatively less past criminal justice experience tend to be hired by sheriffs' offices. Those with more education and those who are somewhat older are more likely to be in metro area offices (pattern 3), while younger and less educated recruits are more likely to be hired by outstate agencies (pattern 4).

Figure 2 includes information on training arrangements associated with each type of agency. Different types of agencies recruit different types of officers; these agencies then provide different levels of additional training and supervision. The larger metro area police agencies and metro area sheriffs' offices have more training arrangements and provide more supervision of new officers than do the smaller, outstate police or outstate sheriffs' agencies.

Chapter XVI reports analyses of recruit background characteristics with measures of training performance (test scores) and job performance. The only significant finding is that recruits with more formal education

perform better in training. Analyses are limited, however, by difficulties of devising adequate measures of training and job performance.

The implications of analyses of Minnesota peace officer recruits for the conduct of training programs are suggested in Chapter XVII of the full report. Implications for the regular mandatory program include:

materials geared to the high school graduate level are needed;

particular attention to smaller, outstate agency problems is needed; and

a curriculum based on the assumption that recruits will have little training and supervision after returning to the job is needed.

Implications for the shortened skills course include:

materials geared to the level of those with 14 to 16 years of education are needed;

particular attention to the problems of larger, metro agencies is needed, if past recruitment patterns summarized in Figure 2 continue to hold;

a curriculum based on the assumption that recruits will have some training and supervision after returning to the job is needed, if past recruitment patterns summarized in Figure 2 continue to hold.

CURRENT TRAINING ISSUES AND SOME RECOMMENDATIONS

The purpose of this final section is to summarize the ambiguities and areas of need identified during the evaluation and to propose solutions to solve them. The discussion will be organized in terms of the state agencies responsible for meeting the needs--1) The Minnesota State Legislature, 2) The Minnesota Board of Peace Officer Standards and Training (MBPOST), or 3) The Training Section of the Bureau of Criminal Apprehension.

THE MINNESOTA STATE LEGISLATURE

A major step toward upgrading peace officer training in Minnesota was taken by the state legislature in 1967 with the passage of the Peace Officer Training Law. Subsequent amendments and Attorney General Rules and Regulations tightened training requirements. Legislation passed in 1977 has substantially changed the situation, particularly by integrating academic law enforcement programs into the training delivery system (see Chapter II of the full report for a thorough discussion of legislation; and see Figure 1 for a clarification of three training routes to a law enforcement career). The passage of relatively comprehensive legislation in 1977 means that few immediate training issues need legislative attention. There are three issues, however, which the legislature could address.

Time of Mandatory Training

The Peace Officer Training Law specified that officers should be trained within 12 months of their employment, but 1977 amendments eliminated reference to the time of training. By law (826.843 f,g) the time of training is an issue for the MBPOST to rule on, although the legislature had chosen to address the issue previously.

The following training need was identified in this report (see Chapters VI, VII, X):

The time of training for recruits who are hired before they are licensed needs to be specified and attention needs to be given to the problems of offering training soon after (or prior to) their exercise of authority.

If vo-tech and academic programs are certified, then their graduates would be trained and licensed prior to employment and hence prior to the exercise of authority. The issue remains for officers who are hired and then sent to regular mandatory basic training. Since fewer recruits are expected to attend the regular basic course and therefore fewer classes may be scheduled, it is likely that obtaining training shortly after (or prior to) employment will become more difficult.

From the perspective of citizens who deserve equal protection from trained officers, and based on the identification of training needs in this report (see Chapters VI, VII, X):

It is recommended that all officers should be trained prior to the exercise of authority.

Adoption of this recommendation is likely to have a particular impact. Agencies hiring a recruit with no training might need to wait several months or longer before that recruit could be trained. If the recruit could not exercise authority, the agency might prefer instead to hire a person already trained and licensed. The effect of adopting this recommendation would be to further encourage the certified college and vo-tech routes to a law enforcement career. As has been pointed out throughout the full report, other incentives also are operating to encourage the academic and vo-tech routes.

Although requiring training prior to the exercise of authority may impose hardships on smaller agencies that need to fill manpower needs immediately, the new training delivery system will provide a pool of trained personnel from which these agencies could hire. This opportunity has not existed in the past.

Mandatory Training For All Peace Officers

Legislation has permitted officers in communities less than 1,000 population to be exempt from training requirements. In 1977 attempts to eliminate this exemption failed.

Prior to 1977 mandatory training would have been a real hardship on agencies in these small communities. The costs of training and the burdens of finding alternative manpower while the officer was being trained were genuine problems. However, the effect of 1977 legislation will be to create a pool of trained personnel available for employment (i.e. the graduates of certified academic and vo-tech programs). In light of the expected availability of trained personnel and in light of training needs identified in this report (see Chapter VI and X):

It is recommended that all peace officers, including those in communities less than 1,000, should be trained.

The issue of training part-time personnel, another group that generally has not been trained, is raised in the section of recommendations for MBPOST.

As with mandating training prior to the exercise of authority, adoption of this recommendation would have the impact of encouraging agencies to hire graduates of certified vo-tech and college programs rather than untrained personnel.

The Reimbursement Program

In the past the training board has operated a program to reimburse local communities for the costs of training law enforcement personnel. Legislative allocations vary but reimbursement generally has been about 50% of local costs.

The National Advisory Commission on Criminal Justice Standards and Goals has argued that reimbursement should constitute 100% of costs (see Chapter VI). Since the reimbursement program has not been an object of this evaluation, the purpose of this section is to clarify the implications of the reimbursement program rather than to recommend a particular course of action.

If the reimbursement program is maintained or increased:

- 1) an incentive is provided to a local community to hire untrained personnel, while all of the other incentives provided by 1977 legislation and the recommendations above are to hire trained graduates of certified college or vo-tech programs.
- 2) the state will be subsidizing training through three processes--
 - a) subsidization of vo-techs (if certified)
 - b) subsidization of state college or university programs (if certified);
 - c) subsidization of regular mandatory basic training through the reimbursement program.

If the reimbursement program is decreased,

- 1) a further incentive is provided not to hire untrained personnel but to hire a trained graduate of a certified vo-tech or academic program;
- 2) the state would be subsidizing training primarily through the certified vo-tech and state college and university system.

THE MINNESOTA BOARD OF PEACE OFFICER STANDARDS AND TRAINING

The Minnesota Board of Peace Officer Standards and Training is responsible for issuing rules regarding mandatory training (see Chapter II of the full report for areas in which MBPOST can rule). As a result most of the ambiguities and needs highlighted are within the range of MBPOST authority.

The MBPOST can certify mandatory basic training programs, preparatory academic programs, and the shortened skills courses. A variety of specific issues need to be addressed concerning these potential basic training programs. The questions are listed in Table 3.

While a host of issues need to be addressed, resolving a few major questions would help to answer some of the more specific questions. Two issues, in particular, appear to require priority attention--the content of the minimum basic training curriculum and the location of training facilities. Figure 3 suggests a path of decision making, indicating how the specific issues can be addressed after these two major problems are solved. Readers may want to follow Figure 3 as they read the remainder of this section.

Minimum Basic Training Curriculum

Since 1971 the minimum basic course of study has been 280 hours with a certain number of hours required in 15 subject areas (Attorney General Rule #202). The MBPOST may continue this rule, or it may establish new curriculum requirements.

The curriculum evaluation reported in Section C of the full report identified the following general training needs:

1. more total hours in the basic program,
2. more skills practice in the basic program, and
3. attention to problematic curriculum areas where
training contribution appeared to be low
(see Table 1 above).

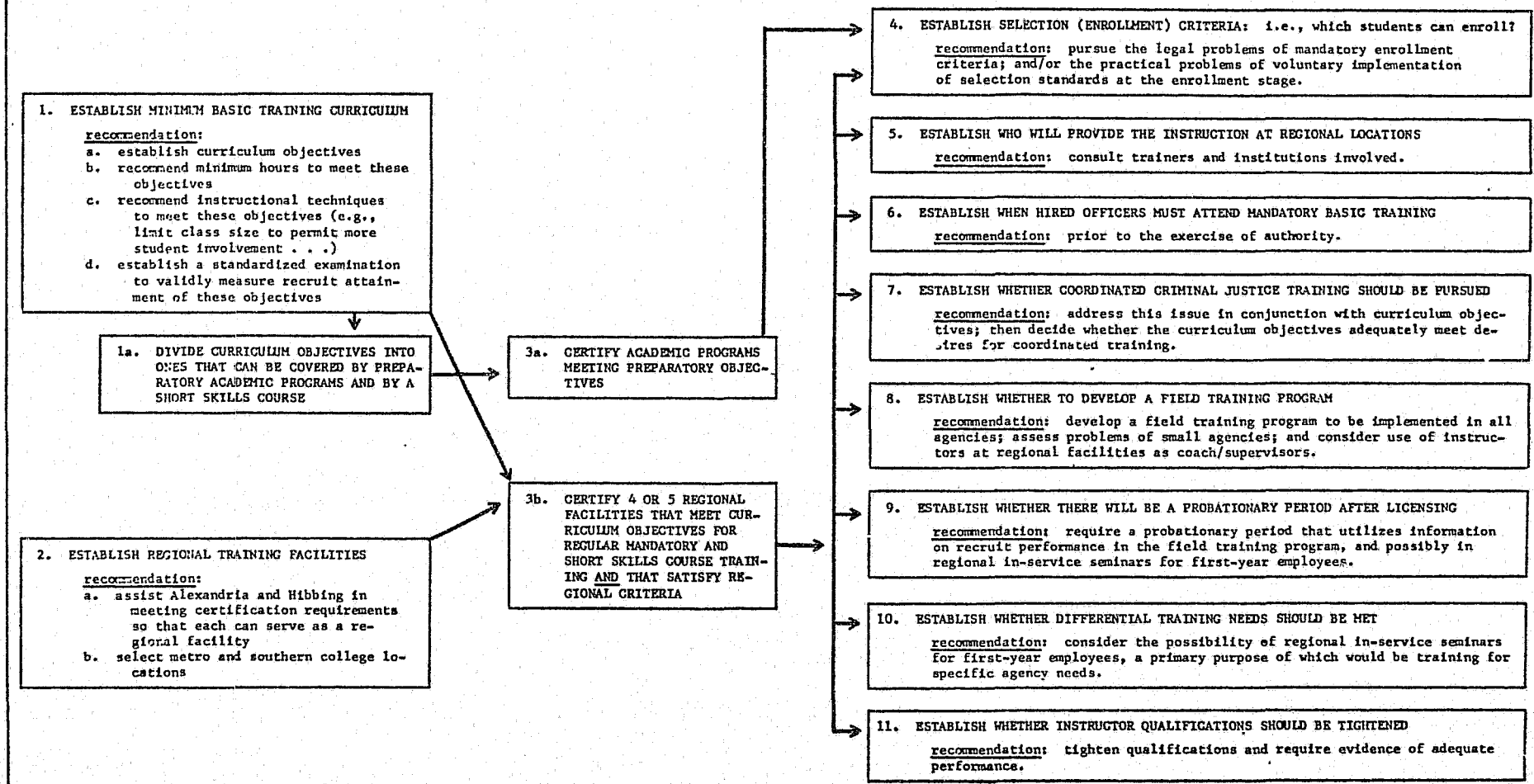
In addressing particular curriculum requirements and these needs, the Board can follow two broad courses of action. One alternative is to

TABLE 3
QUESTIONS REQUIRING RESOLUTION BY THE
MINNESOTA BOARD OF PEACE OFFICER STANDARDS AND TRAINING

REGULAR MANDATORY BASIC TRAINING	VO-TECH LAW ENFORCEMENT PROGRAMS	PREPARATORY ACADEMIC PROGRAMS	SHORTENED SKILLS COURSE	ADDITIONAL QUESTIONS
1. <u>Who</u> will offer the basic course?	1. <u>Which</u> programs will be certified?	1. <u>Which</u> programs will be certified?	1. <u>Who</u> will offer the skills course?	1. Should a <u>field training</u> program be implemented as part of the basic program?
2. <u>Where</u> will basic programs be offered?	2. <u>Which type</u> of program will the vo-techs be certified as--regular or preparatory academic?	2. <u>Which</u> students will be permitted to attend?	2. <u>Where</u> will the skills course be offered?	2. Should student <u>skills practice</u> be further encouraged?
3. <u>When</u> must an officer attend basic training?	3. <u>Which students</u> will be eligible to attend?	3. <u>What</u> will be included in the academic curriculum?	3. <u>When</u> can a student attend the skills course?	3. Should <u>instructor qualifications</u> be tightened?
4. <u>What</u> will be included in the basic curriculum?	4. <u>What</u> will be included in the vo-tech curriculum?	4. <u>How long</u> will the academic program be?	4. <u>Which students</u> can attend the skills course?	4. Should the possibility of <u>coordinated criminal justice</u> training be considered?
5. <u>How long</u> will the basic course be?	5. <u>How long</u> will the program be?		5. <u>What</u> will be included in the skills course curriculum?	5. Should <u>differential training needs</u> be met and if so how?
6. <u>How frequently</u> will the basic course be offered?			6. <u>How long</u> will the skills course be?	6. Should there be a <u>probationary period</u> after a recruit is hired; if so, how long and what would be involved?
			7. <u>How frequently</u> will the skills course be offered?	

FIGURE 3

MBPOST DECISION PATH: RECOMMENDED PRIORITIES AND SOME RECOMMENDED SOLUTIONS



require certain hours in curriculum areas as has been done in the past. Reliance on hours, however, can lead to a belief that if a certain amount of time is spent on a topic, then the topic is adequately covered. This evaluation has argued that other aspects of presentation--quality of instruction, materials, methods--can be as important as the number of hours in effectively teaching subject matter. Moreover, a desire for more flexibility from MPOTB required hours per curriculum area has been expressed.¹

A second alternative is to establish learning objectives or performance objectives (i.e., what must a recruit know; what must a recruit be able to perform?) and permit each training academy to meet the objectives in its own way. The MBPOST could recommend (or require) minimum hours and certain instructional techniques that would facilitate the meeting of these objectives. Ability to train recruits who can meet the objectives, rather than the hours per se, however, would be the criterion to judge whether academies are meeting minimum requirements.

The MBPOST now has at its disposal a tool to make this latter course of action more workable. The licensing law, which now governs the activities of MBPOST (see Chapter II for a discussion of 1977 legislation), states that all state licensing boards:

shall use national standardized tests for the objective, non-practical portion of any examination given to prospective licensees to the extent that such² national standardized tests are appropriate.

¹See for example, the MPOTB Task Force of the Basic Training Curriculum Report, page 8.

²Minnesota Statute 214.03.

In addition, the amended Peace Officer Training Law now states that the Board has the power and duty to license officers "who have satisfactorily completed certified basic training programs, and passed examinations as required by the Board."¹ Thus the Board can establish a standardized examination for graduates of three training processes--1) regular mandatory program (now the BCA 280-hour course); 2) certified vo-tech programs; and 3) certified academic programs followed by the certified skills course. If the Board can establish curriculum objectives, and if the Board can adopt a licensing examination that can validly test the acquisition of these objectives, then it can be as assured that recruits are receiving a course of study meeting minimum standards as it would if it had set minimum hours in each curriculum area.

- It is recommended that the MBPOST establish:
1. curriculum (performance and learning) objectives;
 2. recommended minimum hours to help to meet these objectives;
 3. recommended methods of instruction to help to meet these objectives (e.g. limiting class size to enable more student participation);
 4. a standardized licensing examination that validly assesses the ability of recruits to meet the objectives.

Since establishment of performance and learning objectives and an examination to measure attainment of these objectives is the MBPOST's primary tool to assure both quality training and some standardization to an increasingly diversified training process, these tasks need to be implemented with extreme care. It is suggested that final establishment of objectives and examinations be accepted as long range goals (e.g. two or three years) and that perhaps requiring minimum hours and instructional

¹Minnesota Statute 826.845 (d), emphasis added.

techniques be used as short-term methods to assure quality training while the long-term goals are being pursued.

In adopting these recommendations the MBPOST could use results of the curriculum evaluation in Section C, especially in establishing short-term guidelines of minimum hours and methods of instruction. For the long-term goals of learning and performance objectives, literature from states that employ such objectives (e.g. Washington, Oregon) could be a useful resource. Assistance in designing an examination that can validly assess attainment of performance objectives probably would be beneficial.

Location of Training Facilities

The training delivery evaluation identified the continued desire of many Minnesota law enforcement personnel for regional facilities. The 1977 legislature also required that the skills course and additional in-service training be made available regionally. In its duty of certifying training programs, the MBPOST will need to consider both the legislative mandate and law enforcement concern. Cost considerations are of course essential too.

Two decisions are involved here. First, what are the specific locations? Second, which training programs will be offered at these locations (e.g. regular mandatory, academic, skills, in-service)?

In deciding on specific locations:

It is recommended that the facilities of the two vo-tech law enforcement programs (Alexandria and Hibbing) should be considered.
--

This recommendation does not mean that this project is advising the certification of these programs as they are. Section C provided some evaluation evidence on the Alexandria program, but neither program has been evaluated thoroughly enough by project personnel to pass on the issue of certification. Instead,

It is recommended that after establishing curriculum requirements the Alexandria and Hibbing programs should be considered for certification; if the programs fail to meet certification requirements, assistance should be provided to help them meet necessary standards.

Additional facilities would be needed at a metro location(s) and southern Minnesota location.

It is recommended that the MBPOST consider possible training facilities at college locations in the metro area and in southern Minnesota.

The colleges should be ones with certified preparatory academic programs. Each facility could service the required skills course for graduates of that academic program, as well as graduates of other certified academic programs in the region. This recommendation is based on the legislative mandate to offer the skills course regionally and on the evidence in Chapter VIII that expansion of community college facilities would be less expensive than vo-tech ones.¹ Moreover, there is no indication that the vo-tech system desires to create new law enforcement programs.

Once potential training locations are identified:

It is recommended that the MBPOST pursue the possibility that each location service as many training needs as possible.

¹As in Chapter VIII this statement is based on the costs of creating a new vo-tech program. The current program freeze however means that if a new law enforcement program were established, another program would be cut back, thus drastically reducing costs.

Since the demand for new law enforcement personnel is limited and not likely to expand (see Chapter VIII), diversification of facilities makes more sense if each facility can offer a variety of training. In particular:

Would the two vo-tech programs provide facilities for the graduates of certified academic programs in their regions (i.e. for the skills course)?

Would the vo-tech and college facilities be able to service the regular mandatory course for recruits hired without training?

Would the vo-tech and college facilities be able to handle in-service seminars for officers in the region?

The more that the vo-tech and college facilities chosen for certification could become major regional training locations, the more economically feasible they would be.

Additional Issues

Once the two major issues of curriculum and location are solved and thus the choice of specific programs for certification made, a few secondary needs still remain (see Figure 3 to follow the decision path).

Who Will Provide The Basic and Skills Training?

This evaluation cannot provide a direct answer to this question. The BCA could continue to provide the training, or instructors located at the vo-tech and academic institutions could.

It is recommended that the MBPOST should consult the instructors and institutions involved to obtain their input; and MBPOST should obtain information on costs involved under each arrangement.
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Time of Mandatory Basic Training

The question of when mandatory basic training should occur is discussed in the previous section on possible legislative decisions. MBPOST can rule on this issue. As before:

It is recommended that training should occur prior to the exercise of authority.

MBPOST members should be aware that the difficulties of scheduling training at the time of hiring are great and that adoption of this recommendation would probably mean the eventual phasing out of regular mandatory basic training.¹

Enrollment Criteria

In Chapter IX difficulties of implementing selection standards were explored for the vo-tech and college students who would be trained prior to employment. Traditionally selection standards have been implemented at the time of employment which has been prior to training. Two courses of action appear to be available to MBPOST, both of which entail problems. First,

It is recommended that the MBPOST should obtain a legal opinion on whether selection criteria can be applied as enrollment criteria into certified training programs; and if so, to obtain a legal opinion on whether the educational institutions can implement the standards.

Even if enrollment criteria are legal, this recommendation entails difficulties. Since most applicants will be juveniles, criminal history records would be limited for a complete background search. Therefore, an alternative is that:

¹The discussion in the previous section noted that other incentives encourage agencies to hire graduates of certified vo-tech and college programs. It is possible that other factors would be sufficient to eliminate the demand for untrained officers and in turn for regular mandatory basic training.

It is recommended that the MBPOST should pursue the feasibility of informing applicants to certified law enforcement programs of the selection standards that will be imposed at the time of licensing and of encouraging those who cannot meet the standards not to enroll.

For this recommendation to be feasible two questions would have to be addressed. Could the MBPOST draft sufficiently specific and unambiguous selection criteria to make voluntary application of the standards workable? Second, could the MBPOST arrange to make "practice" examinations (e.g. psychological, aptitude, communication, or whatever will be required at the time of licensing) available for applicants who want accurate assessments of their future employability?

Coordinated Criminal Justice Training

Information in Chapters VI and VII of the full report was insufficient to lead to a recommendation to pursue coordinated training, but was sufficient to suggest that the issue should be investigated further. Two points are relevant here. First, once the MBPOST decides on the details of the new training system, it would be very difficult to backtrack and revamp the system should coordinated training be deemed desirable in the future. A decision now on whether or not to pursue the issue would be beneficial. Second, by certifying preparatory academic programs in law enforcement/criminal justice, coordinated training is being encouraged implicitly. The college programs (see Chapters IV and XI) generally provide an orientation to the entire criminal justice system. Students with career objectives in areas other than law enforcement are frequently enrolled.

It is recommended that the MBPOST should:

- 1) specify the extent of exposure to the entire criminal justice system in its curriculum objectives (see Decision 1 in Figure 3);
- 2) specify whether the objectives apply to preparatory academic programs or to other basic training programs; and
- 3) decide whether these objectives are sufficient to satisfy the national recommendations for coordinated criminal justice training (Chapter VI) and Minnesota law enforcement interest in the notion (Chapter VII).

Field Training Program

Evidence in Chapters VI and VII led to the statement that there is a need for a period of field training following the basic program. While Minnesota law enforcement personnel desire more practice in basic training, they also perceive a need for a field training period within the recruits' agency.

A field training program would be especially useful in the new training system that is taking shape. First, since more officers are expected to be trained prior to their employment (i.e. the graduates of certified vo-tech and college programs), the within-agency training in the first year of employment may become even more important. For example, currently most recruits work for a few months before training and have a chance to develop a sense of difficult areas, questions to ask during training, and so forth. In the future more recruits will be trained before they have job experience. They would have no chance to discuss problems discovered in their initial job experience. A period of formalized field training within the agency could help to fill this need.

Second, a field training program could help to assure that graduates

of different certified programs (e.g. vo-tech, academic, regular mandatory) would receive some standardized on-the-job training.

Third, the MBPOST will need to determine the status of the probationary period (now in effect through Attorney General Rule 206 c). If field training were part of the probationary period, better evidence could be obtained on which to decide whether to retain the recruit as a permanent employee.

A formalized field training period could be used by agencies that currently provide their own basic training. Minneapolis, St. Paul, and the State Patrol in the future will be able to hire trained and licensed personnel, eliminating the need for a full basic training program. The field training period could be used by these agencies to teach recruits specific agency procedures and to provide the necessary on-the-job training.

Given the strong support for and utility of a field training program:

It is recommended that the MBPOST should develop a formalized field training program to be implemented by Minnesota law enforcement agencies for licensed recruits during their first, probationary, year of employment

The major difficulty in implementing such a program is that small agencies lack the necessary resources. They generally need to use new recruits in a full-time capacity and may not have the manpower to provide a coach/supervisor. Therefore:

It is recommended that the MBPOST should assess the problems of small agencies in implementing a field training program; and it should investigate the possibility of instructors at regional facilities spending several months a year as field training coaches in nearby small agencies.

Differential Training Needs

The curriculum evaluation in Section C uncovered a number of areas in which different types of agencies appear to need different amounts of training. A common suggestion to meet this need is to provide some electives in the basic program. Agency heads could then choose training topics for their recruits that would benefit the agency.¹ This solution is problematic for the new training delivery system in which most prospective peace officers are expected to be trained prior to employment. Needs of the employing agency would not be known at the time of training.

The vo-tech and academic programs that are likely to be certified are much longer than regular basic training programs. In part the more extensive curricula can meet the differential needs--everyone will have more training in everything. Since fewer recruits are expected to attend the regular mandatory course and since that course may eventually be phased out for lack of demand, it may not be worthwhile to invest resources in designing elective options in the regular basic program. Therefore:

It is recommended that the MBPOST consider the possibility of a series of in-service seminars at regional locations designed for recruits in their first year of employment to meet differential training needs of their agencies.
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Specific suggestions for seminars can be found in the curriculum evaluation (Section C, summarized in Chapter XIV of the full report; see Table 2 of this summary). In addition, the in-service seminars for first-year recruits could provide a forum for discussion of problems encountered in their first experience on the job. Another possibility is to try to coordinate these

¹See, for example, National Standard 16.2 in Chapter VI of the full report.

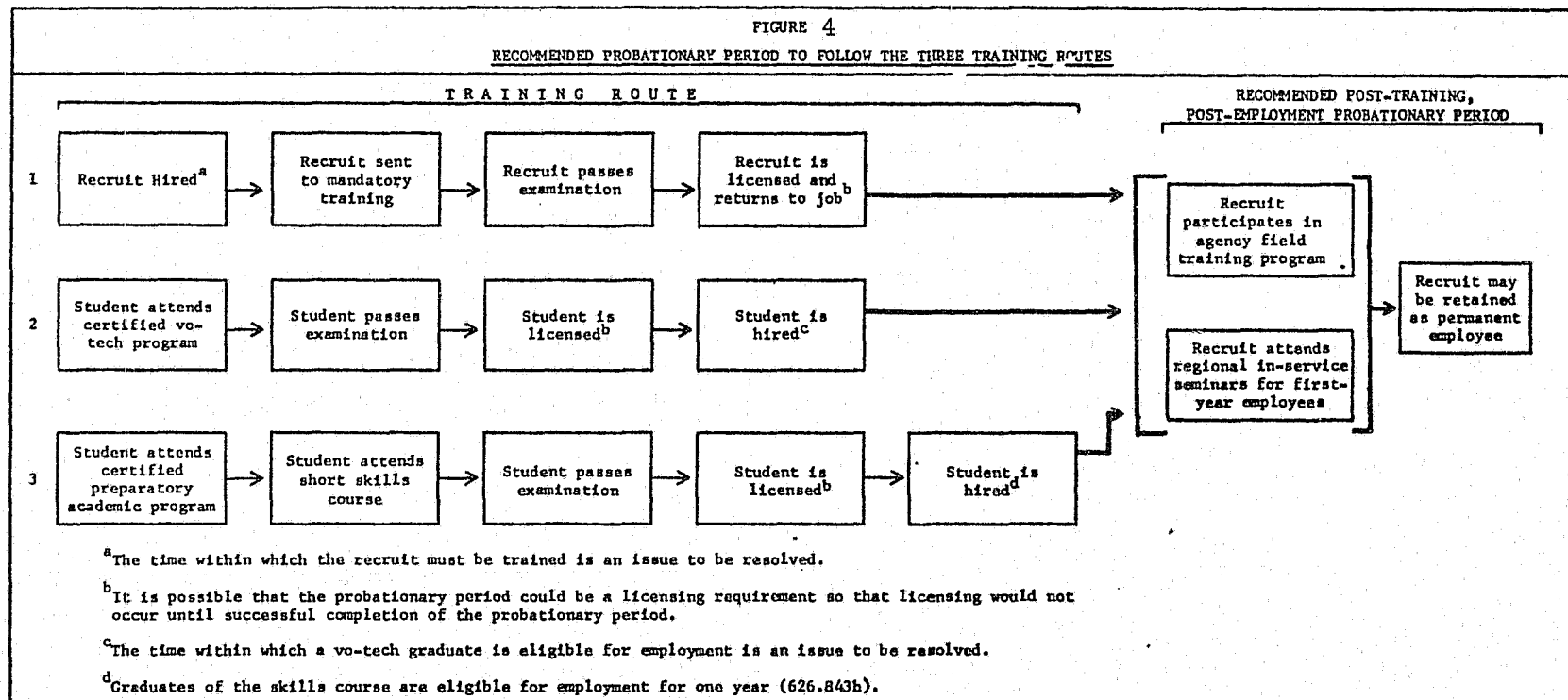
seminars with the formalized field training program and with the recruit's probationary period. If all of these recommendations were pursued, the training routes described in Figure 1 would be completed with a probationary period described in Figure 4. The seminars could be recommended or required by the Board. Short seminars offered regionally should make them feasible for most officers to attend.

The format of short, in-service seminars could serve an additional function. By law part-time personnel should be trained. There is no specific exemption for them as there is for small community officers. However, the BCA has not been able to handle part-time officers because available class space has been filled by recruits in full-time positions. Since part-time personnel generally hold other jobs, attending an eight-week course in the metro area has created additional complications.

The MBPOST will need to address the issue of whether to license part-time personnel who have not been trained. By law they should be trained, but by past practice they have been exempt. Short regional seminars could provide a feasible way to provide training for these persons. Necessary skills and information could be taught in brief sessions at locations and at times that persons with other occupations could attend.¹

¹Data are not available on how many part-time personnel are employed in Minnesota. Staff of MBPOST estimate that there are approximately 300 untrained, part-time personnel in the state.

If seminars were arranged for part-time officers, it would need to be discussed whether separate classes would be held for them or whether they would attend seminars with trained and licensed employees. One possibility to consider is whether some basic information for part-time personnel could be handled through a correspondence course. Part-time officers could then join trained recruits in brief in-service seminars.



Instructor Qualifications

The National Advisory Commission recommended that instructor training and refresher training be required and suggested some minimum qualifications (see Chapter VI). Currently in Minnesota the only requirements for instructors are a high school diploma (or equivalency) and two years experience as a peace officer or a college degree. Each instructor is to file lesson plans annually and is to be certified annually.¹ Since training in Minnesota is expected to become more diversified and monitoring of instructors therefore is likely to become more difficult:

It is recommended that the MBPOST should tighten instructor qualifications and require periodic evidence that instructors are performing adequately.
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Summary of MBPOST Recommendations

An effort has been made in this section to bring together the major ambiguities and needs that MBPOST must address in the near future. Areas in need of decisions have been clarified and priorities for decisions have been recommended. Where evidence has been available from this evaluation, specific decisions have been recommended; in other cases only possibilities to consider have been raised. Although answers have not been provided to all of the questions raised (see summary in Table 3), at least the issues have been clarified and evaluation results have been used as the basis for recommendations when appropriate.

¹Attorney General Rule 204 a,b.

THE TRAINING SECTION OF THE BUREAU OF CRIMINAL APPREHENSION AND OTHER TRAINING ACADEMIES

The evaluation of the basic curriculum is directly relevant to the Training Section of the Bureau of Criminal Apprehension and indirectly relevant to any institution that will provide basic training in the future. The recruit evaluation of the BCA course provides administrators and trainers information on trainee perceptions of topic presentation (e.g. instruction, materials, methods, adequacy of time). Additional information on job preparation and performance in course areas provides an indication of training contribution. Chapter XIV of the full report summarizes the curriculum evaluation and identifies a few general training needs. It is hoped that trainers and program administrators can use these needs as guides to curriculum improvement. It also is hoped that they will find the patience to read all of Section C since the summary chapter cannot include all of the suggestions discovered during the evaluation.

Specific curriculum needs will not be repeated in this chapter. However, a few findings relevant to the development of the new skills course and the continuation of the regular mandatory program are worth stressing.

Enrollees in the two training programs will be different. The skills course trainees will be college-educated; the regular basic trainees generally will not be. Analyses reported in Chapter XII of the full report indicate that the more educated recruits are least satisfied with the current presentation of the BCA program. That is, recruits with more formal education tend to rate the quality of instruction and helpfulness of materials somewhat lower than do other recruits. In addition Chapter XV notes that recruits in the two

programs may well represent different types of agencies. If past recruitment patterns hold, the recruits with less formal education in the regular mandatory program will be more likely to be from smaller, outstate agencies.

Two recommendations follow from these findings:

It is recommended that trainers should consider changing presentations of materials in the skills course to be more appropriate for college-educated recruits.

It is recommended that if it appears that recruits in the regular mandatory and in the skills course tend to represent different types of agencies, the possibility of meeting differential needs of the agencies represented should be considered.

Consider an example of implementing the second recommendation. Chapter XII notes that outstate recruits desire relatively more time for Criminal Investigation, while metro recruits desire relatively more time for Arrest and Juvenile Issues. If graduates of the skills course are more likely to be hired by metro agencies, and if recruits in the regular course are predominantly from outstate agencies, then the two different courses could stress these topics accordingly.¹

¹The findings in Chapter XII on differential training needs were generally more complex than this example. If evidence suggests that enrollees in the two programs continue to represent different types of agencies, analysts could specify the implications of findings in Chapter XII for the development of program emphases.

CONCLUSION

The inevitable emphasis of an evaluation is to stress what is wrong and what needs to be done. The Minnesota peace officer training system does have problems and much remains to be done. However, the positive side should not be ignored. In 1977 the legislature amended the peace officer training law, making significant changes in the system and meeting a number of problems. That legislation encourages higher education of peace officers, encourages a longer training period, and mandates regional training. The legislation admittedly has left some ambiguities, but it also has addressed a number of major problems. Further one should not ignore the generally high evaluations of the BCA curriculum. There is no doubt that recruits, graduates, and supervisors have found the BCA basic program to be valuable. Evaluations have stressed areas of relative need, but readers should not ignore the generally positive results.

The purpose of the descriptive and evaluative information contained in the full report is to contribute to a training system that has been changing, that has been improving, and that has been well received by the law enforcement community that it serves.

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END