



Criminal Justice Center
John Jay College of Criminal Justice
444 West 56th Street
New York, N.Y. 10019

**A MASTER PLAN FOR
LAW ENFORCEMENT TRAINING
IN NEW YORK STATE**

**Vol. 2 Survey, Analysis, Evaluation and
Recommendations**

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STATE OF NEW YORK
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AND
THE BUREAU FOR MUNICIPAL POLICE

The Criminal Justice Center
John Jay College of Criminal Justice
444 West 56th Street
New York, New York 10019

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A MASTER PLAN FOR LAW ENFORCEMENT TRAINING IN NEW YORK STATE

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Bill Hamilton, Research Associate

Advisory Board

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Commissioner Daniel P. Guido, Nassau County Police Department
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Sheriff Raynor Weizenecker, Putnam County Sheriff's Department
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Chief Gerald Phelan, Town of Greece Police Department

The survey, analysis, evaluation and recommendations contained herein were prepared in connection with a consultant contract awarded by the Bureau for Municipal Police of the Division of Criminal Justice Services of the State of New York to the Criminal Justice Center of John Jay College of Criminal Justice. The project was supported by the Law Enforcement Assistance Administration of the U.S. Department of Justice, Contract #C93959. The project staff accepts full responsibility for this report. It does not in any way represent the official position of the Law Enforcement Assistance Administration.

December 30, 1977

X A MASTER PLAN FOR LAW ENFORCEMENT TRAINING IN NEW YORK STATE

X VOLUME II SURVEY, ANALYSIS, EVALUATION AND RECOMMENDATIONS

by ROBERT J. McCORMACK
WILLIAM G. HAMILTON

December 30, 1977

FOREWORD

The material contained in this volume was compiled over a fifteen month period commencing September 15, 1976 to the present. It represents numerous field trips on the part of the project staff which included visits to training facilities throughout the state and indepth interviews with academy staff and students. During this period the staff developed and administered six questionnaires, two of which were national in scope. The results of each of these surveys are covered in the appendices of this report.

Additionally, the project staff conducted eight workshops on various topics concerned with law enforcement training in New York State. Encluded among these were four workshops conducted for New York State training directors in Albany.

This project has been an exceptional challenge to each person connected with it. The process of learning about police training and law enforcement in New York State has been a staggering one. Due to the size of the State, the multiplicity of agencies, and the variety and uniqueness of the various agencies' training needs, the project became much broader than originally planned. Time limitations, funding levels and the necessity for extensive travel throughout the State complicated the process.

As the project moves to its conclusion it is with the hope that the project staff's recommendations will be acted upon

and that law enforcement priorities within New York State will eventually reflect the importance of adequately training its law enforcement officials. The latter condition does not exist now.



Robert J. Mc Cormack, Director
Master Plan for Law Enforcement
Training in New York State

TABLE OF CONTENTS

Summary of Recommendations Included in the Master Plan p.i

Chapter I.	<u>Historical Background of Training in New York State</u> Police Training in New York State Since 1945 Initial State Legislation for Police Training	p.1 p.1 p.3
Chapter II.	<u>Municipal Police Training Council</u> Basic Operating Principles Selection of Council Members and Current Membership Specific Duties and Responsibilities of the Municipal Police Training Council Local Involvement and Initiative in the Implementa- tion of Municipal Police Training Council Programs Municipal Police Training Council Meetings	p.9 p.9 p.15 p.17 p.24 p.18
Chapter III.	<u>Bureau for Municipal Police</u> Duties, Responsibilities and Organization of the Bureau Components of the Bureau for Municipal Police Current Bureau for Municipal Police Grants Bureau for Municipal Police Budget	p.31 p.31 p.33 p.41 p.47
Chapter IV.	<u>An Overview of Law Enforcement Training in New York State</u> Nature of the Problem Scope of the Problem Lack of Adequate Rural Representation on the Municipal Police Training Council Evaluation of New York State Training Academies Evaluation of Current Training Programs - Basic Recruit Course - Supervisory Training - Supervised Field Training - Part Time Police Training - Middle Management Training - Executive Level Training - Instructor Development Course	p.53 p.53 p.56 p.59 p.67 p.69 p.70 p.74 p.77 p.85 p.88 p.96 p.107
Chapter V.	<u>Master Plan for Law Enforcement Training in New York State</u> Implementation Plan Funding Consolidation of Regional Training Zones and Academies Staff Accreditation Statewide Guidelines for Commencing Basic Courses	p.114 p.116 p.120 p.128 p.129 p.134 p.138

A MASTER PLAN FOR LAW ENFORCEMENT TRAINING IN
NEW YORK STATE

SUMMARY OF RECOMMENDATIONS

- Page 52 Recommendation: "The BMP be provided with sufficient additional staff to adequately supervise and monitor training within the State."
- Page 62 Recommendation: The membership of the MPTC should be enlarged to include:
- One chief of police from an agency employing 20 or less full time sworn officers.
 - One chief of police or sheriff from an agency employing more than 20, but less than 60 sworn officers.
 - One regional training director from one of the existing or restructured training zones.
- Page 62 Recommendation: "Despite the major training contributions of the F.B.I., N.Y.P.D. and N.Y.S.P., their designation as voting members of the Council should be reconsidered."
- Page 62 Recommendation:
- "The BMP should establish training area priorities that reflect the following order of importance:
1. Basic course for police (full & P/T)
 2. In-service training
 3. Specialized training
 4. Supervisory training, and
- that training expenditures (including grants) reflect the above priorities/"
- Page 63 Recommendation:
- "The BMP should give the highest priority in the in-service area to rural law enforcement officers, particularly those who completed the basic course prior to 1967."
- Page 63 Recommendation:
- "The MPTC should prepare a recommendation to the Governor stating that No Sworn Police Officer be allowed to perform the duties of that office prior to having successfully completed a basic course approved by BMP."

Page 65 Recommendation:

"The MPTC recommend to the Governor that the State mandate a 35 hour in-service training program at least once every three years for all entry-level law enforcement personnel in N.Y.S."

Page 66 Recommendation:

"The BMP should undertake a review of their record keeping needs and methods."

Page 84 Recommendation:

"The training director in each regional training academy develop a one-week field training officer's course to be presented at least once a year at the academy and at each of the satellite training sites."

Page 93 Recommendation:

"In order to meet the needs of the middle manager, police personnel in New York State, a training program for this group be established."

Page 100 Recommendation:

"The discontinued Executive Development Course should be revived, or a new program be established for the training of executive level personnel."

Page 113 Recommendation:

"The current Instructor Development Course is well above standards and continuation of this program should be assured."

Page 114 Recommendation:

"It is recommended that a grant proposal be drafted to fund the project over the first 24 months."

1. The grantee will be BMP on application to DCJS, and three subsequent one-year funding proposals will be prepared to complete the project.
2. The pilot implementation will involve three training zones.

The plan calls for BMP to achieve the following goals:

1. To restructure the training zone coordinating boards in the three pilot zones to conform with the proposed new boundaries.
2. To establish coordinating board committees to assist in organizing the program and determining zone training needs.
3. To assist each zone coordinating board in conducting a search for and the selection of at least three prospective candidates for training director and training associate.
4. To conduct a survey within each of the three pilot zones to determine the necessary levels of funding for each training academy.
5. To develop a short and long term training program for each training zone.
6. To establish a network of satellite training academies within the zone.
7. To set up guidelines for training directors and members of zone coordinating boards regarding methods of fiscal administration within the zone.
8. To field test, monitor and evaluate the new basic course curriculum in each training academy.
9. Based on the evaluation of the pilot implementation make necessary adjustments in the implementation plan.
10. Implement one plan in the remaining zones.

Page 119 Recommendation:

The duties of the training zone coordinators should be expanded.

Page 129 Recommendation:

"Qualifications should be established for the position of training director and training assistant."

Page 138 Recommendation:

"The BMP should establish firm State-wide guidelines for the commencement of basic training schools."

APPENDICES

APPENDIX 1	A National Survey of Recruit Level Training	p.143
APPENDIX 2	A National Survey of State Training Structures and Personnel Requirements	p.161
APPENDIX 3	Chiefs and Sheriffs Questionnaire Regarding Training in New York State	p.175
APPENDIX 4	Zone Coordinators Questionnaires	p.185
APPENDIX 5	Supervisor's Questionnaire	p.194
APPENDIX 6	Recruit Questionnaire	p.198
APPENDIX 7	Bureau for Municipal Police Guidelines for Supervised Field Training	p.204
APPENDIX 8	Instructional Television for Police Entry-Level Training	p.215
APPENDIX 9	Rule Governing Permanent Appointment as Police Officer in New York State	p.232
APPENDIX 10	Instructor Standards and Qualifications	p.235
APPENDIX 11	Penalty Assessment Bill	p.241

Page 140 Recommendation:

"The BMP gave consideration to encouraging community colleges to collaborate with training academies in providing segments of the basic course for P/T Police."

Page 141 Recommendation:

"The BMP should immediately consider implementing the comprehensive master plan for training detailed in this report."

CHAPTER I

HISTORICAL BACKGROUND OF TRAINING IN NEW YORK STATE

Police Training In New York State Since 1945

On January 1, 1945 under the sponsorship of the New York State Sheriff's Association and the New York State Association of Chiefs of Police, and with the cooperation of the Federal Bureau of Investigation, the New York State Long Range Police Training Program became operational.

The strength of the program emanated from the wide support it acquired in law enforcement circles throughout the state. The plan was a crystallization of the hopes of a small group of progressive police officials regarding the direction of law enforcement training in New York State. A joint training committee was established and met regularly during the fourteen years from 1945 to 1959.

According to George Lankes, whose doctoral dissertation covers the Long Range Police Training Program extensively, and on whose work much of the information presented in this section is based:

"The impact which the Long Range Police Training Program would have upon the mandated program is reflected in the governor's reference to the latter being 'built solidly on the foundations of mutual cooperation and support of agencies.' Reports prepared by the Municipal Police Training Council give recognition again and again to the

¹ George Lankes, An Analysis of Influences Promoting the Development of Police Education in Upstate New York from 1945 through 1970, doctoral dissertation; p.93.

Long Range Training Program. In its very first progress report, the MPTC declared that the impact on the training of police officers in the State of New York through the Long Range Police Training Program during the period since January 1, 1945 has been tremendous." 1

During the period of implementation of the Long Range Training Program, two distinct phases of development emerged. The first period, from 1945 to 1950, is distinguished by uniform curriculum for application throughout the State. Both departmental and regional training sessions were held, making the programs available to all participating agencies. The regional sessions were profitable in that a sense of cooperation and understanding was considered to have been established between many of the departments in their respective regions.

The joint training committee subsequently began to encourage local agencies to sponsor sessions which would meet their individual needs. This pattern, which began in 1951, typifies the second phase of the Long Range Training Program. Specialized training courses, developed to meet the needs of particular local agencies, were established on a regional basis. Courses noted as being especially popular were those in photography, firearms, defensive tactics and fingerprint identification.

The program established guidelines and a basic structure for informal voluntary training efforts. The program's voluntary nature was early identified as a problem in relation to the progress of law enforcement as a profession. Yet, the groundwork was laid. The program's pioneering work became the

foundation upon which the work of the new Municipal Police Training Council, instituted in 1959, would be built.

The Long Range Program was a success for many reasons. Its basic objectives were directed toward clearly defined goals. It was a self-initiated program, and the substance of its courses was essentially job oriented. For the first time, an attempt had been made to standardize police training throughout the state. Though the need for such training was long recognized, it was hoped that soon ensuing legislation would bring about the long awaited mandated program for police training which would be applicable to officers in every law enforcement agency in the state. Of the many accomplishments of the Long Range Program, Lankes stated "A professional attitude toward law enforcement work on the part of the officers began to develop in New York State. A wholesome respect for the value of training in police work became quite evident.....Police Training in New York State reached a level of maturity under the Long Range Training Program." 2

Initial State Legislation for Police Training

Although the first attempt to legislate mandated police training in New York was made in 1957, the bill introduced for this purpose was held up in the legislative committee and eventually died there. This bill, drafted by representatives of the New York State Chiefs of Police and Sheriffs' Association, provided for the establishment of a Municipal Police

2 Ibid.

Training Division within the New York State Education Department. It generated substantial interest within the academic community, and requests for representation on the Advisory Committee which drafted the bill were considerable. The original nine-member Advisory Committee was expanded to fifteen and law enforcement professionals quickly realized that they might ultimately lose control of the direction of police training in the State. As a result, law enforcement interests withdrew their support.

Experience from the initial legislative attempt in 1957 provided the basis for the introduction of a similar bill in 1959.

Police professionals would this time, predominate the Advisory Committee, and the council would become a subdivision of the Executive Department rather than a part of the New York State Education Department.

On March 12, 1959, Governor Nelson Rockefeller presented a six-point law enforcement program to the State Legislature entitled a "Message Concerning the Problem of Crime." Included in the program was a section which addressed the need for strengthening local police forces by mandating minimum training standards. Governor Rockefeller stated that:

"In the State of New York there are some 20,000 local police outside of New York City and some 23,000 in New York City. It is upon these men that we rely basically for the protection of lives and property within the State. There are presently many good police training programs in

operation, both for new recruits and for more experienced members of police forces. A police academy has been conducted for many years in the City of New York. Other schools are operating in a number of counties and cities. In addition, many sheriffs and chiefs of police have been working tirelessly for years to improve standards of police training, and for that purpose they have established and conducted almost fifteen hundred courses in the last ten years at almost no expense to the local communities. The Federal Bureau of Investigation has furnished the services of its agents as instructors, and State agencies have participated in a similar manner. The State Police have operated a training program in Troy. While many police officers have benefited from these various training programs, others have received little or no formal training. For this reason the Sheriffs and Chiefs of police of our State have, in the past, urged that the State assume responsibility for fixing minimum standards of training for all local police. This same conclusion was reached by the New York State Crime Commission (the Proskauer Commission) in 1953.

The State should be more actively concerned with the problem of local police training, and I commend the sheriffs and chiefs of police for taking the initiative in urging State action to establish minimum standards. Accordingly I recommend favorable consideration of legislation which

which would, in essence:

- (a) create a Municipal Police Training Council, the members of which would be appointed by the Governor and at least half of whom would be incumbent law enforcement officials;
- (b) authorize the Governor to promulgate the recommendations of this Council as minimum standards for police training; and
- (c) require basic police training as a condition to premanent appointment to a local police force.

The requirement of basic training would apply only to future appointments and would not affect any police officers who have been permanently appointed before July 1, 1960.

There would be no authorization for State funds for training purposes under the bill I propose. Reliance would be placed on the present structure of police training, which is being gradually expanded and improved by local initiative in cooperation with the Federal Bureau of Investigation, the State Police and other groups. A major benefit flowing from such legislation would be the assurance that no community in the state falls behind certain basic standards in its police training." 3

When the new law became effective on July 1, 1959, it created the New York State Municipal Police Training Council (MPTC) which was to consist of eight members and an executive director to establish basic training requirements for

3 Public Papers of Governor Nelson A. Rockefeller, Fifty-Third Governor of the State of New York, State of New York official document, 1959, pp. 114-115.

local police and to encourage advanced in-service training programs for law enforcement personnel.

In 1960, in an effort to streamline State Government, the Municipal Police Training Council was removed from the control of the Executive Department and placed under the jurisdiction of the Office for Local Government. As a result of that reorganization, the Executive Director of the Council was to be selected by the Commissioner of the Office for Local Government, rather than the Governor as in the original legislation, and he was to perform "such functions and duties as may be assigned him by the Commissioner." The Municipal Police Training Council was to maintain its original mandate by making recommendations to the governor regarding law enforcement training problems and progress throughout the state.

The Municipal Police Training Council as an entity has remained relatively unchanged despite a subsequent reorganization in 1972, when the New York State Division of Criminal Justice Services was created by Chapter 399 of the laws of 1972. This legislation consolidated the Division for Local Police, and the New York State Identification and Intelligence System (both of which previously had been under the regulation of the Office of Planning Services). The three major operational components of the new D.C.J.S. Division then became the Bureau for Municipal Police, Identification and Information Service, and the Office of Planning and Program Assistance. The Municipal Police Training Council and the

Crime Control Planning Board, two statutory advisory boards, were also subsumed within the division.

Thus, the M.P.T.C. was transferred from the Office of Local Government to the newly created Division of Criminal Justice Services.

For all intents and purposes, the Municipal Police Training Council remains an autonomous advisory council making recommendations to the Governor directly. The Bureau for Municipal Police, while under the supervision and control of the Commissioner of the Division of Criminal Justice Services, also functions as a secretariat for the Council.

CHAPTER II

MUNICIPAL POLICE TRAINING COUNCIL

Basic Operating Principles

As was noted in the previous section, the Municipal Police Training Council (MPTC) came into effect in 1959 after much discussion and an abortive attempt at State legislation. The activities of the Council have been guided and governed by the philosophy set out in enabling legislation. Included in the preamble is the following:

"Section 1. Legislative findings and declaration of policy. The legislature hereby finds and declares that:

(a) The State, from among its sovereign powers, has delegated police authority to local government units;

(b) The primary responsibility for the day-to-day enforcement of the law throughout the State rests upon local police forces;

(c) Effective law enforcement today involves a knowledge of the highly specialized techniques of crime prevention and crime detection and of the principles of modern police science;

(d) Law enforcement officers throughout the State are actively promoting police training and have developed a structure of police training programs which is being constantly improved and expanded by local effort;

(e) Law enforcement officers would be aided in their

efforts to promote police training and the utilization of the present structure of police training programs if the State required basic training as a condition of permanent appointment to a local police force; and

(f) The State has a responsibility to help insure effective law enforcement by establishing minimum basic training requirements for local police, and also by encouraging advance in-service training programs." 4

In order to place the philosophy of the Municipal Police Training Council into proper perspective, it might be helpful at this point to also review one of its earliest recorded documents entitled, "Basic Principles for the Operation of the Municipal Police Training Council". 5 As with Governor Rockefeller's pronouncements in his "Message Concerning the Problem of Crime," the "Principles" are an important reference point for the Council and continue to influence the general direction of training in the state, particularly in the smaller municipalities and rural areas of upstate New York.

As well as those ideas set forth in the Preamble, the eight principles drafted by the charter members of the Council underscored their concern and determination, that (1) law enforcement interests would maintain control of the Council; (2) local governments would continue to sponsor and financially support police training schools; (3) the Council would have

4 Cited in an article by George Lankes, "Long Range Plan of Police Training is Called A Success", FBI Law Enforcement Bulletin, XXX, (April 1961), p 21.

5 Basic Principles of Operations of the MPTC 1960 - Developed by Charter Members of the Council.

significant input into the selection of the Executive Director of the Council. The following is a draft copy of those principles as stated.

"Recognizing that the founders of any worthwhile endeavor are necessarily faced with a consideration of the long-range view of their work, being fully aware of the hazards and pitfalls to be surmounted if a pioneer effort is to succeed, we, the undersigned, charter members of the Municipal Police Training Council, do hereby wish to set forth certain fundamental considerations which are our humble but sincere recommendations for the future guidance and operation of the Municipal Police Training Council. We believe that in order for the Municipal Police Training Council to function most effectively and to best serve the purpose for which it was founded, these principles should be recognized as basic:

1. Representation of the major law enforcement agencies of the State should be retained as now constituted.
 - A. As specified in Chapter 446 of the Laws of 1959
 - (1) Two members who are incumbent sheriffs.
 - (2) Two members who are incumbent chiefs of police.
 - (3) The Commissioner of Police of the City of New York or his designee.
 - B. Three other groups who should be represented are of
 - (1) The Federal Bureau of Investigation

(2) The New York State Police

(3) The Conference of Mayors

2. We favor the present method of appointment by the Governor of members of the Council for terms of two years each, according to present practice as specified in the law.
3. We believe that for efficient and convenient operation, membership of the Council should be restricted to its present membership of eight.
4. We emphasize that because of the basic importance of the Council as a policy making group, the selection of members continue to be made according to the highest professional standards and that the associations from whose ranks specified members are drawn consider that their representatives on the Council are occupying a position of high honor and responsibility.
5. We subscribe to the principle of permitting the widest possible latitude, within the limits of specified training standards, for the local sponsorship of police training schools, for the selection of qualified instructors and for the general organization and operation of police training. We feel that adherence to this principle is to be preferred to any plan which endorses the employment of a state-supported staff of police instructors.
6. It is our firm conviction that because of certain

conditions which are peculiar to the entire concept and purpose of the Municipal Police Training Council, the greatest possible degree of autonomy be permitted in the operation of this agency within the framework of State Government.

- 6a. With the passage of the Municipal Police Training Council Act, the State assumed custodial and coordinating responsibility for an existing program which had fourteen years of field experience (The New York State Long Range Police Training Program which began operating on January 1, 1945) under the sponsorship of the New York State Sheriffs' Association and the New York State Association of Chiefs of Police, with the cooperation of the Federal Bureau of Investigation.
- 6b. The makeup of the membership of the Council assembles within one policy-making group the very best professional talent in the field of law enforcement as would be available in the entire State of New York, thereby furnishing the program with expert consultative services drawn from many years of practical experience in this field. It is our firm belief that although the program is administered by the State, the recommendations of the Council on matters of policy in police training be adhered to insofar as possible. One of the most important functions to

be performed by the Council is the assistance which should be given in the matter of appointments to the positions of Executive Director or Deputy Executive Director of the agency. Because of the small size of staff and the sensitive nature of these positions in the success of the program, it is absolutely essential that the wishes of the Council be considered by any appointing officer prior to the making of such appointments.

7. We believe that even as the State Administration should be guided by the Council in matters of policy on police training, the Council should, itself, be sensitive to the needs of the field in such matters as reflected by the representatives of organizations and agencies on the Council and that the Council shall be considerate of any expressed needs from the field as may be valid, workable, feasible or possible of accomplishment. We wholeheartedly subscribe to the efficiency of the democratic process in the implementation of this program.
8. Any attempt by any person or group to minimize or divert any of the stated purpose or principles of the Council shall be viewed with suspicion and alarm and will, therefore, be vigorously opposed. We subscribe to the basic purpose for our existence as a Council formulated to assist in the development of and the

continued improvement of a program of professional training of police officers within New York State and to this end we pledge our best efforts." 6

The basic tenets and objectives expressed in both the Preamble and the "Principles" provide a framework on which to base the direction in which mandated training has gone. It is obvious that many of the ideas found above are based on those which came from the "voluntary period" of police training in New York, i.e., the Long Range Program.

SELECTION OF COUNCIL MEMBERS AND CURRENT MEMBERSHIP

According to the laws of 1972 which created the Division of Criminal Justice Services, the appointment of members to the Training Council remained unchanged. The law states that these are to be selected as follows:

- (a) three shall be appointed by the governor;
- (b) two shall be appointed by the governor from a list of at least six nominees submitted by the New York State Sheriffs' Association, who shall be incumbent sheriffs in the state having at least two years of service on the law enforcement training committee of such association or having other specialized experience in connection with police training which, in the opinion of the chairman of such law enforcement training committee, provides the sheriff with at least an equivalent background in the field of police training; and

6 Ibid, p.1-4
Principles of the Municipal Police Training Council, 1960.

(c) two shall be appointed by the governor from a list of at least six nominees submitted by the New York State Association of Chiefs of Police, who shall be incumbent chiefs of police or commissioners of police of a municipality in the state having at least two years service on the police training committee of such association or having other specialized experience in connection with police training which, in the opinion of the chairman of such training committee provides the chief of police or commissioner of police with at least an equivalent background in the field of police training; and

(d) one shall be the commissioner of police of the city of New York or a member of his department, designated by such commissioner or approved by the governor.

The governor shall designate from among the members of the Council a chairman who shall serve during the pleasure of the governor." 7

The present membership on the Council is shown in illustration #1.

As the list of names and organizations included in the illustration suggests, a coalition among the Joint Training Committee of the New York State Chiefs and Sheriff's Association, the Federal Bureau of Investigation and the Municipal Police Training Council took place.

7 New York State Executive Law, Article 19F, Section 481, 1959.

1976 - 1977
MEMBERSHIP

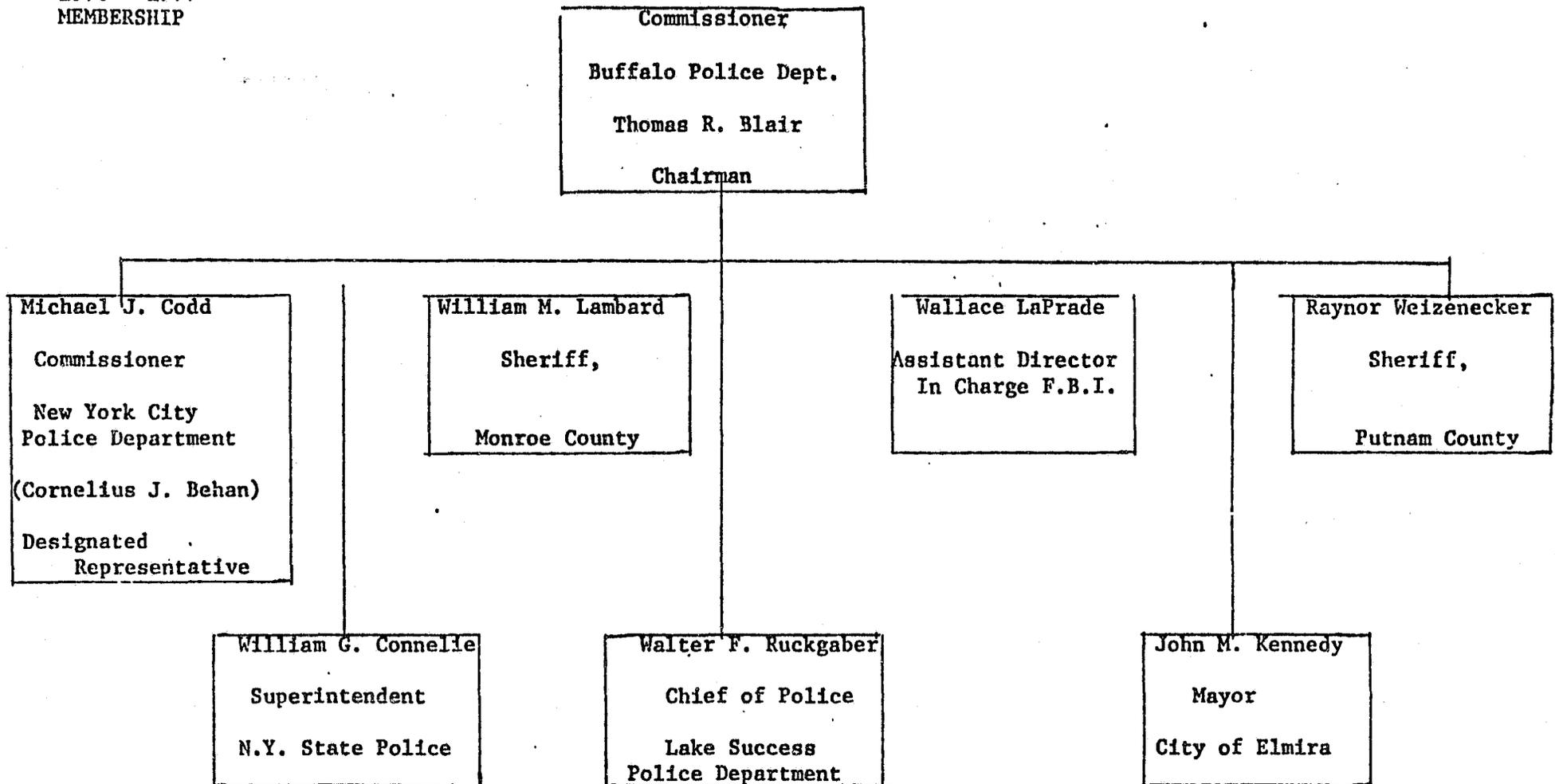


ILLUSTRATION # 1

(NOTE: It should be noted that the provisions of the Municipal Police Training Act relating to the training of police officers in New York State does not apply to the New York City Police Department. However, the Police Commissioner of that department is specified under the Act as a member of the Council. The expertise of the New York City program is the primary reason for this inclusion.)

SPECIFIC DUTIES AND RESPONSIBILITIES OF THE MUNICIPAL
POLICE TRAINING COUNCIL

Despite the organizational changes noted earlier in the discussion, the mandate of the Municipal Police Training Council has not materially changed since its establishment in 1959. Specifically, the Council may recommend to the governor rules and regulations with respect to:

- (a) The approval, or revocation thereof, of police training schools administered by municipalities;
- (b) Minimum courses of study, attendance requirements, and equipment and facilities to be required at approved municipal training schools.
- (c) Minimum qualifications for instructors at approved police training schools;
- (d) The requirements of minimum basic training which police officers appointed to probationary terms shall complete before being eligible for permanent appointment, and the time within which such basic

training must be completed following such appointment to a probationary term;

- (e) The requirements of 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 must be completed following such appointment on a non-permanent basis;
- (f) Categories or classifications of advance in-service training programs and minimum courses of study and attendance requirements with respect to such categories or classifications; and
- (g) Exemptions from particular provisions of this article in the case of any city having a population of one million or more, if in its opinion the standards of police training established and maintained by such city are higher than those established pursuant to this article; or revocation in whole or in part of such exemption, if in its opinion the standards of police training established and maintained by such city are lower than those established pursuant to this article.

The Council shall promulgate, and may from time to time amend, such rules and regulations prescribing height, weight and physical fitness requirements for eligibility of male

persons for provisional or permanent appointment in the competitive class of the civil service as police officers of any county, city, town, village or police district as it deems necessary and proper for the efficient performance of police duties.

The Council may, in addition:

- (a) Consult with, advise and make recommendations to the commissioner with respect to the exercise of his functions, powers and duties as set forth in Section Eight Hundred Thirty;
- (b) Recommend studies, surveys and reports to be made by the commissioner regarding the carrying out of the objectives and purposes of this section;
- (c) Visit and inspect any police training school approved by the commissioner or for which application for such approval has been made;
- (d) Make recommendations, from time to time, to the commissioner, the governor and legislature, regarding the carrying out of the purposes of this section; and
- (e) Perform such other acts as may be necessary or appropriate to carry out the functions of the Council.

Sec. 832 Council rules and regulations promulgated by governor.

The governor, in his discretion, may adopt and promulgate any or all of the rules and regulations recommended by the Council to the governor pursuant to subdivision

one of Section Eight Hundred Twenty Eight. When the governor promulgates any rule or regulation recommended by the Council, he shall transmit a certified copy thereof to the secretary of state, in accordance with the requirements of subdivision one of Section One Hundred Two, including a statement as to the effective date of such rules or regulations." 8

The Rules and Regulations of the Municipal Police Training Council became effective on July 1, 1960. Amendments were adopted through the years as the amount of mandated training increased from 80 hours initially to 120 hours in 1963, 240 hours in 1967, and the present 285 hours in 1971. The Rules and Regulations not only set forth the amount of mandated training, but also dealt with administrative functions of students, faculty, and the administration in the various training academies. Included in these functions are certification of schools and the regulation of attendance, notebook requirements, and examinations. The rules concerning these four areas are as follows: 9

(a) Certification of Schools

A Director proposing a police training school shall file with the Executive Director, at least thirty days in advance of the designation of the school, a copy of the program listing the location of the school, the subjects comprising the curriculum, and a list

8 Ibid

9 Article 35, Section 828, Subdivision 1 (d), Executive Law of New York State.

identifying the instructors of each subject. All instructors must be qualified by background, training and experience. The Executive Director may require any additional information to establish the competence of an instructor or for any other pertinent purpose.

The Executive Director shall then make an individual written certification for a school when in his judgment information furnished warrants such action. Schools must be certified for each Basic Course to be given.

(b) Attendance

Attendance shall be required of each police officer at all sessions of the Basic Course except for valid reason. The Director of the local police training school is authorized to determine the validity of excused absences of not more than ten percent of the hours of instruction. An absentee from any scheduled class session shall make up such absence as required by the Director. However, no police officer may be certified without receiving the full twenty-four hours of instruction in Firearms.

A police officer who has been absent for more than ten percent of the total instruction and who desires to apply for certification by the Executive Director

may appeal to him in writing, forwarding therewith a statement by the local Director together with sufficient supporting information by which the Executive Director may judge the merits of the appeal.

The Director shall be responsible for maintaining an accurate record of attendance for each police officer at the Basic Course. He shall retain such records for one year during which time they shall be available for the inspection of members of the Council or the Executive Director.

(c) Notebook

Each police officer in the Basic Course shall maintain, as one of the requirements for certification, an adequate notebook during the course and shall submit such notebook to the Director. The notebook shall contain appropriate entries of pertinent material covered during the classroom sessions of the Basic Course. Among the factors to be evaluated in the notebook are; sufficiency of course content, organization, appropriateness of material, regularity of entries, neatness, accuracy and legibility.

(d) Examination

The taking and passing of a written examination (or examinations) is required of each police officer for certification. If a series of examinations is required

by the School Director, the candidate must achieve a total passing average for the series. The assembling of examination material, the giving and supervising of the examination, and the grading of examination papers for one year during which time they shall be available for the inspection of members of the Council or the Executive Director." 10

One final area in which the Rules and Regulations are concerned is the mandated time limit for completion of the Basic Course. The recent amendment (which expanded the Basic Course from 240 hours to 285 hours in 1971) reads as follows:

"No person shall, after July 1, 1971, receive an original appointment on a permanent basis as a police officer unless such person has previously been awarded a certificate by the Executive Director attesting to his satisfactory completion of the Basic Course prescribed in Section Two of these rules and regulations.

Every person who is appointed as a police officer on July 1, 1971 or thereafter, on other than a permanent basis, shall forfeit his position unless he has received, or within six months from the time of his appointment receives, a certificate from the Executive Director attesting to his satisfactory completion of the Basic Course prescribed in Section Two of these rules and regulations.

10 Rules and Regulations for the Operation of The Municipal Police Training Council Program for the Basic Training of Police Officers in New York State, Section 486, Article 19F, New York State Executive Law.

Every person who is appointed as a police officer before July 1, 1971, on other than a permanent basis, and who has not received, his satisfactory completion of the Basic Course prescribed in Section Two of the rules and regulations shall forfeit his position unless within six months after July 1, 1971, he receives a certificate from the Executive Director attesting to his satisfactory completion of the Basic Course prescribed in Section Two of these rules and regulations.

These rules and regulations shall not be construed to preclude a municipality from establishing time limits for satisfactory completion of the Basic Course of less than the maximum limits prescribed above. If a municipality has adopted time limits of less than the maximum limits prescribed above, such time limits shall be controlling." 11

LOCAL INVOLVEMENT AND INITIATIVE IN THE IMPLEMENTATION OF
MUNICIPAL POLICE TRAINING COUNCIL PROGRAMS

Historically, the importance of local involvement in the implementation of Municipal Police Training Council programs has been strong. There is practically no funding available to local (Zone) academies. The State (through the Bureau for Municipal Police) supplies some training aids, but has little or no budget for teaching staff. Local law enforcement

11 Executive Law, Section 485 of Article 19F

agencies, therefore, are expected to sponsor their own academies. A good portion of the teaching support is provided by the Federal Bureau of Investigation and the New York State Police. Since this training is provided at no expense, there is little control over the specific content of the lesson plans or the quality of the training provided by the instructor. One of the major problems with the mandated training program is the fact that there are not sufficient funds at the local level to initiate or implement basic training programs or to provide manpower to adequately supervise existing programs. The impact of this lack of funding limits the influence of the Municipal Police Training Council and has brought into question the seriousness of the commitment to training on the part of the Division of Criminal Justice Services of New York State. Our recommendations later in this report will deal specifically with each of the above problems.

MUNICIPAL POLICE TRAINING COUNCIL MEETINGS

The Municipal Police Training Council meets quarterly, usually in Albany, to discuss matters pertaining to law enforcement training within the State. Meetings are generally well attended by Council members and, in addition, usually include staff members of the Division of Criminal Justice Services and the Bureau for Municipal Police as well as

invited guests. Recently the meetings have been opened to the public as the result of an ammendment to the Council by-laws. Public notice of each meeting is now made to the media seventy two hours before each convening of the Council.

The following issues were discussed at recent Council meetings. These excerpts have been taken from the Council minutes and are presented to illustrate the scope of matters addressed by the Council.

77th Meeting - March 2, 1977 (Commenced 10:15a.m.)

The Council was advised that the following legislative proposals should be brought to their attention. The first proposed bill is one that will require peace officers, including police officers, to receive fire-arms training before a weapon is issued to such officers. "Another bill proposed for 1977 legislative action is a bill that will establish a Central State Register for police officers and departments. Under the bill, the head of the Office for Local Government will transfer to the Bureau for Municipal Police by January 1, 1978, a list of police agencies in his jurisdiction and will give the rank and status, both full time and part time, of various personnel and any other information the Council may require. The bill will require that by the 10th of each month there be furnished to the Bureau for Municipal Police, a list of new police appointees or

cancellations." Both bills were unanimously approved by the Council. Discussion followed regarding height standards for police officers, police instructor standards and qualifications, hostage negotiation training and crime prevention programs. The meeting adjourned at 1:30p.m.

76th Meeting - December 1, 1976 (Commenced 10:35a.m.)

Discussion regarding a 33 percent loss of LEAA funds throughout the State and the allocation of approximately 11.2 million dollars since 1969 on Mobile Radio District Programs. State height, weight and physical standards were discussed including a recent court challenge regarding same.

The Council was informed "that the propriety of arrests by part-time police officers had recently been called to the attention of the Mayors Conference. In an instance where an arrest had been challenged, part-time arresting officers had not yet received training and no training course would be obtainable by said officers for a matter of some months."

There was discussion of the above matter as well as police instructor standards and qualifications and a change in the Basic Course for Recruits relative to the inclusion of a two hour block of training for handling public intoxication.

The Penalty Assessment Bill was reviewed by a staff member

of the Bureau for Municipal Police. The bill, if enacted, would assess an additional sum on all criminal fines levied in the State of New York with the exception of traffic infractions relating to parking and standing. These funds would be used to offset training costs for law enforcement personnel throughout the State.

Additional discussion followed regarding part time police training and the current efforts to develop standards and goals for New York State law enforcement personnel. The meeting adjourned at 1:15p.m.

75th Meeting - September 22, 1976 (Commenced 10:25a.m.)

Discussion involved a proposed change in the color perception standard for law enforcement personnel in the State. It was proposed that the "Ishihara" test, which was recommended by the Medical Director of the State Civil Service Department, be adopted. The Council, after discussion, adopted it by a vote of four to two.

Police Instructor Standards were discussed as were several pending bills regarding record searches, confidentiality in connection with computerized police records and the addition of seventy five new peace officers within the State Liquor Authority. The meeting adjourned at 12:15p.m.

Other areas of concern covered in previous Council meetings were the applicability of mandatory training regulations to various classes of law enforcement officers throughout the

State; an evaluation of the job relatedness of police promotional examinations; and a possible increase in the composition of the Council to include representation by the Police Conference of New York (Police Union). The latter bill was opposed by the Council unanimously and an alternative proposal was agreed upon.

* * * * *

Generally speaking, the Council is an urban-oriented body that has traditionally taken conservative positions on most issues brought before it, most notably, the training of part-time police officers.

The current administration of the Bureau for Municipal Police took the initiative in 1975 and initiated a Basic Course for part-time police officers at Cove Neck in Nassau County. Despite being closely monitored by the Bureau for Municipal Police staff, there were serious objections raised by representatives of the Nassau County Police Department, the most significant being that the training school was being conducted in a manner inconsistent with Nassau County Police Department's efforts to elevate and not lessen the character of police training in the County.

Despite the Nassau County Police Department's arguments, support for part-time police training was forthcoming from some Council members and invited guests. It was finally resolved, however, that no other school of this kind would be certified until the full results of the pilot project were

known and presented to the Council. At a subsequent meeting in April of 1976 the Council unanimously approved the concept of providing basic training for part-time officers subject to guidelines established by the Bureau of Municipal Police. According to the Bureau for Municipal Police Annual Report for Zone Meetings (1977) "Five of the six schools presently pending are basic training schools for part-time police officers."

CHAPTER III

BUREAU FOR MUNICIPAL POLICE

Duties, Responsibilities and Organization of the Bureau

The Bureau for Municipal Police was affected by a major reorganization in 1972 that resulted in a state-wide consolidation of criminal justice service agencies. At that time the Municipal Police Training Council and the Bureau for Municipal Police were reorganized within the Division of Criminal Justice Services. The Director of the Bureau for Municipal Police was accordingly made responsible to the Commissioner of the Division of Criminal Justice Services. The Bureau currently functions as the operational arm for the Commissioner in the area of police training and, in addition, provides administrative surveys to local law enforcement agencies throughout the State. It also retains its original function as the secretariat for the Municipal Police Training Council.

Specifically, the duties and responsibilities of the Bureau for Municipal Police include:

1. Certifying and approving training schools and granting (as well as revoking) certification of these schools;
2. Certifying police training instructors and issuing appropriate certificates;
3. Certifying police officers as having satisfactorily

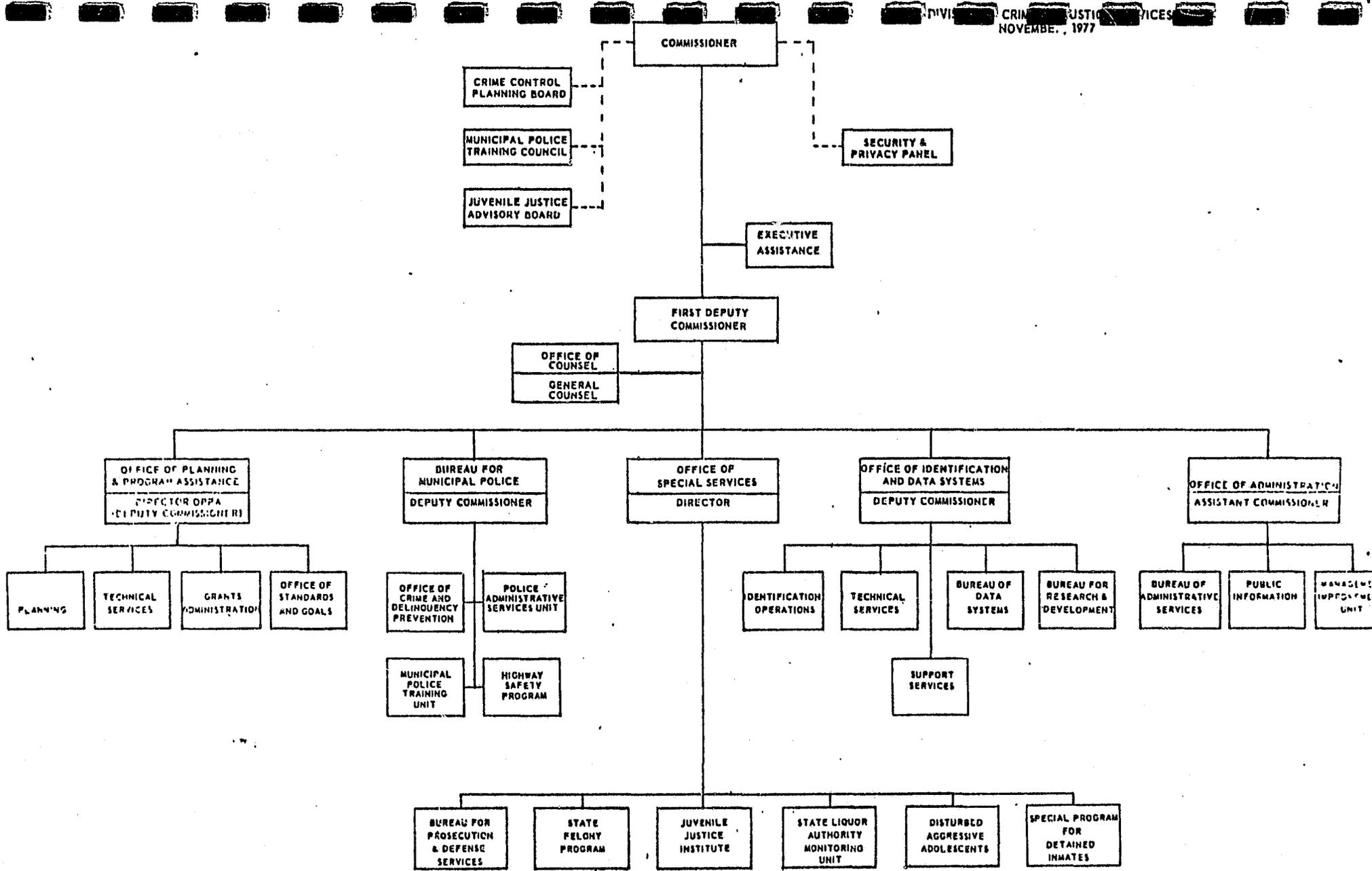


Illustration # 2

- completed basic programs;
4. Initiating studies and surveys relative to the establishment and operation of police training schools;
 5. Serving as a consultant to local municipalities in the development of advanced in-service training programs for police personnel and issuing certificates attesting to satisfactory completion of advanced training programs;
 6. Consulting, conferring, and cooperating with universities, colleges, and other educational institutions in New York State for the development of specialized courses of study in police science and administration;
 7. Conferring, consulting, and cooperating with other New York State departments and agencies involved with police training;
 8. Conducting and performing such other acts as may be necessary or appropriate to carry out the functions, powers, and duties of the Bureau;
 9. Preparing reports for the MPTC at each of its regular meetings.

Organizationally, the Bureau is headed by a Director who has overall responsibility for the operations of the unit. (See attached organization chart.) His main function is to

represent the Commissioner of the Division of Criminal Justice Services as a law enforcement consultant within New York State in the areas of police administrative services and police training. In furtherance of these responsibilities, he maintains a liaison with Chiefs of Police and Sheriff's departments throughout the State and, on a national level, attends conferences and workshops which relate to law enforcement matters in his area of responsibility.

He is assisted by a Deputy Director who is responsible for the day-to-day operations of the Bureau. The official title of this office is Chief of Municipal Police Training and Operations.

The Bureau is divided into three major organizational components: the Administrative Services Division, the Training Services Division and the Office of Crime and Delinquency Prevention.

COMPONENTS OF THE BUREAU FOR MUNICIPAL POLICE

1. Administrative Services Division

The Administrative Services Division is a small unit comprised of a supervisor and a research analyst. It utilizes the clerical and stenographic capabilities of the Bureau for report writing and record keeping. According to State law the unit is responsible for offering management analysis and assistance to local law enforcement agencies upon the request

of the head of an agency. According to recent Bureau records, the unit has been averaging approximately 60 requests per year to conduct administrative surveys. In recent years, however, the subject matter of the surveys under study has become more complex and detailed, requiring increased time for research and processing. In the past nine years the unit has made its services available to over two hundred and fifty municipal and state agencies. Since this unit's operations are not in the training area and, therefore, beyond the scope of this survey, no further reference will be made to it.

2. Training Unit

The second major component of the Bureau for Municipal Police is the Training Unit. This Unit is headed by a Supervisor of Municipal Police Training, aided by three Associate Training Technicians. The Unit oversees and coordinates all mandated and specialized training programs in New York State with the exception of those in the highway safety area. The training unit is responsible for coordinating and supervising the Bureau's two mandated training courses, i.e., the 285-hour basic course for recruits and the 70-hour supervisory course for newly promoted first-line supervisors. In order to facilitate the coordination of these mandated courses, the Bureau for Municipal Police has sub-divided the State into 12 functional training zones. (New York City is

designated as a zone but is excluded from the mandate).

In each training zone there are usually two or three agencies which periodically sponsor either a Basic or Supervisory Course or both, depending upon the needs of the area. In some zones three or four such courses may be presented each year; in others, there may be a one or two-year hiatus between courses. 12

As was discussed in Chapter II, the legislative mandate which created the Bureau for Municipal Police, and which presently determines its policies and decisions, emphasizes the Bureau's responsibility to encourage local municipalities to sponsor mandated training. As a result, any Chief of Police or Sheriff may decide to conduct a Basic or Supervisory Course be merely notifying the Bureau for Municipal Police at least thirty days beforehand. The Chief must agree to conform to the Bureau's curriculum and instructor requirements.

12 During 1976, twenty-eight Basic Courses and thirteen Supervisory Courses were certified by the Bureau for Municipal Police. All of these courses were locally sponsored, with the exception of those in Training Zones 10, 11 which are federally funded. Financial assistance provided for these courses by the Bureau for Municipal Police is approximately \$17,000 per year state-wide. The expenditure of these funds is explained in the Bureau for Municipal Police budget section of this report. These schools were conducted

Special training programs are administered by the Training Unit and can be most aptly described as general in-service training courses. Theoretically, state-wide needs in these areas are anticipated by the Bureau and programs are designed and presented to meet these needs. In many cases the programs are federally funded. Many of the original programs were developed to enhance the training abilities of the participants, thereby creating a pool of instructors capable of teaching other law enforcement officers throughout the State. During 1976 the Training Unit coordinated courses in arson investigation, ethical awareness, hostage negotiation, and instructor development, to name a few. In all, the unit participated in over one hundred training sessions involving over two thousand participants.

in nine of the thirteen zones. (There were no courses offered in Zones 8 (St. Lawrence, Jefferson, and Lewis counties), 9 (Clinton, Essex, and Franklin), and 12 (Steuben, Chemung, and Schuyler counties).

It should be noted that of these twenty eight schools, only five were for part-time students. During 1976, 542 full-time officers graduated from Basic Schools while 146 part-time officers successfully completed the course.

13 New York State Standards and Goals, D.C.J.S., 1977

14 Ibid.

According to draft material compiled by New York State Standards and Goals, the present state of in-service training is poorly structured.

The Bureau for Municipal Police training zones conduct four different types of in-service training schools: general, intermediate, advanced, and specialized. There are no MPTC mandates concerning how much in-service training police officers in New York State must have... They (BMP) also have a suggested curriculum for the 3 "core" in-service courses (general, intermediate, advanced), but considerable flexibility is allowed to the school organizers in determining the substance of the courses. In fact, the only difference between the general, intermediate, and advanced courses are their labels. 15

Highway Safety Program - The Highway Safety Program is headed by a Highway Safety Project Director who coordinates the activities of an Associate Training Technician, a Highway Safety Program Representative (Police), a Coordinator of Highway Safety Program Workshops, two Highway Safety Technical Training Supervisors, and Equipment Maintenance Supervisor, a Research Analyst, a Senior Computer Programmer, 12 Senior Training Technicians and other support services. The technicians travel throughout the state conducting traffic related programs such as Selective Enforcement, Breath Test Operator, Crash Management, Radar Certification and other

15 New York State Standards and Goals, D.C.J.S., 1977, preliminary draft material.

police traffic services programs. In 1976, this unit provided training for over 2300 law enforcement personnel statewide and also participated in the New York State Magistrates Association and DA's Association in their respective training programs.

The most recent available figures from the Bureau indicate that funding for this unit is approximately 1.3 million dollars, 85% of which is provided by the National Highway Traffic Safety Administration. The remaining 15% is from State funds.

3. Office of Crime and Delinquency Prevention

Created in May of 1977, the Office of Crime and Delinquency Prevention is the newest department of the Bureau for Municipal Police. According to the Governor's Special Message to the Legislature concerning Crime Prevention and the Elderly:

The new unit will work hand-in-hand with municipal law enforcement agencies, senior citizens organizations, juvenile aid bureaus, and others throughout the State, to improve the capacity of local communities to prevent crimes against the elderly. The unit will act as a coordinator and catalyst for developing local crime prevention programs, including home and personal security programs. They will conduct training sessions for law enforcement agencies on crime prevention techniques, and improve crime reporting capabilities throughout

the State.

In addition, the new Office of Crime and Delinquency Prevention will develop and implement a Statewide Operation Identification Program to permanently mark portable personal property in order to identify stolen articles throughout the State and return them to the owner. The Office will also develop Neighborhood Alert programs in communities. This effort will increase citizen watchfulness and increase citizen participation in reporting crimes. Only when each citizen is concerned enough to aid and assist his fellow citizens, will we be able to initiate a truly effective assault on crime in our State. A major function of the new Office will be to increase citizen and community awareness of the problem of crime against the elderly, and provide information on possible solutions. A mobile crime prevention bus will serve as a traveling classroom for both creating public awareness and educating senior citizens in order to reduce the likelihood of their victimization. These efforts will augment the ongoing training program of the Office, as well as a public information campaign. In addition, staff will conduct training and awareness sessions for senior citizens at nutritional sites, senior citizens clubs and centers, and county offices for the aging. 16

16 Hugh L. Carey - State of New York, Crime Prevention and the Elderly. Special Message to the Legislature, May 23, 1977, p.3.

The Office, which presently consists of eleven members, will administer^a \$483,521 grant from LEAA, as well as \$500,000 granted by the State legislature's 1977 supplemental budget.

4. Film Library

The Bureau for Municipal Police maintains a film library which is available for training purposes. The library presently consists of some 225 copies of films, and in the calendar year of 1976 there were some 909 bookings. The Municipal Police Training Council, through the Bureau for Municipal Police, publishes a catalog which lists not only those films which have been purchased by the BMP, but also those films which may be obtained on loan from other agencies in New York State.

Concerning the acquisition of films, the Municipal Police Training Council catalog states that "Films and slides should be requested as early as possible before the showing date, but in no case more than four months in advance. If possible, give alternate showing dates and alternative title choices as seasonal demands on the film stock may necessitate substitution." 17 There is no charge to the borrowing agency for either the actual use of the film, or the shipping charges incurred in receiving it and sending it back to the library in Albany.

17 Municipal Police Training Film Catalog, 1977.

CURRENT BUREAU FOR MUNICIPAL POLICE GRANTS

In addition to the previously mentioned highway safety funds, seven additional grants to provide specialized training or research are currently in effect; 1) Instructor Development in Crisis Intervention and Conflict Management, 2) Police Administrative Services, 3) Counter Terrorist/Hostage Training Program, 4) Police Instructor Development Seminars, 5) Instructor Analysis and Design Program, 6) Monroe County Regional Criminal Justice Training Academy, 7) Erie County Department of Central Police Services, 8) Master Plan for Training in New York State. Each of these programs is described briefly below:

1) Instructor Development in Crisis Intervention and Conflict Management

The objective of this program is to train a select group of municipal police officers in proven techniques of properly handling family crisis/conflict situations; to equip these officers with knowledge and material to enable them to organize and present similar training to members of their own departments, and to provide qualified instructors to assist in training other departments in a given area. The grant provides for five five-day sessions with a maximum of twenty five officers each session. Total project funds are \$105,196.

2) Police Administrative Services

The goal of the grant is to develop a staff for the Police Administrative Unit of the BMP which will be capable of performing consulting services for local police agencies. Providing these services will be facilitated by developing standardized models that have general applicability and lend themselves to adoption by numbers of police agencies in the state. Total project funds are \$96,000.

3) Counter Terrorist/Hostage Training Program

The goal of this program is to teach police personnel in New York State to utilize proper tactical and negotiation procedures to save the lives of hostages, bystanders, and police officers handling a terrorist or hostage situation. The grant provides that all members of the New State York Police (3389) and 1000 municipal police officers receive a one-day training program dealing with hostage situations. This includes a classroom presentation, group discussions and role-playing activities. The role-playing involves a simulated hostage incident making use of all the specialized equipment necessary. Participants are required to meet certain criteria in order to be selected for further training as negotiators, riflemen, gasmen, and supervisory personnel. Total project funds are \$595,491.

4) Police Instructor Development Seminars

This program provides for the presentation of ten two-week training programs in instructor training. Each student is rated during the program and evaluated in terms of strengths and weaknesses as an instructor. In each of the ten programs a maximum of twenty five students are trained. Total project funds are \$100,000.

5) Instructor Analysis and Design Program

This program provides training to select police instructors responsible for conducting police training school courses. It will equip instructors with the skills to systematically analyze performance problems and to design and implement solutions to such problems. The goal is to increase the efficiency and cost effectiveness of municipal police training programs in New York State.

6) Monroe County Regional Criminal Justice Training Center

A grant application was prepared and submitted by the Monroe County Sheriff's Department and the Rochester Police Department (both agencies also simultaneously

announced their intentions to discontinue basic recruit training due to inadequate training facilities). The grant application to the New York State Division of Criminal Justice Services proposed to create a Regional Criminal Justice Training Program for area police officers. The program was designed to provide basic and supervisory training to law enforcement personnel, and specialized training to other practitioners in the criminal justice system within the entire Zone 11 training district. The proposal requested total project funds of approximately \$262,000. The training center was to be located in Monroe Community College with no cost to the center for use of its facilities.

Funds were provided for a Director at \$22,000 (associate professor level), a Deputy Director at \$19,000 (an assistant professor level), two instructors, full time, at \$16,000 each, and a full-time secretary. It included funds to pay outside lecturers in amounts that varied depending on professional qualifications (between \$10. to \$25. per hour). In addition, funds for training aids, forensic science equipment and a motorized van to transport personnel and equipment were requested.

The Division of Criminal Justice Services routinely sent the application to the Bureau for Municipal Police for

review. In a confidential return memo from the Director dated April 3, 1975 it was recommended that, "The application not be approved and at the very least postponed from current consideration..." The memo went on to present the rationale for recommending disapproval of the application. "Should this particular proposal be approved, it would be most difficult to disapprove subsequent applications, resulting in an inordinate drain upon LEAA funds." The memo further stated that "Our past and present policy for Monroe County has been to hire a training assistant on a part time basis at approximately \$200 per week for the length of time of actual training, plus an additional two weeks (one for school preparation and the other for administrative closing). This system has been highly satisfactory and economical." Finally, the memo noted that the fact that the Rochester Police Department and the Monroe County Sheriff's Department were planning to discontinue basic recruit training was misleading since they were obliged by statute to provide this.

Despite this memo from the Bureau for Municipal Police, the grant application was approved several months later and the Training Center which has received several subsequent grant extensions continues to provide criminal justice training in the zone.

7) Erie County Department of Central Police Services

On March 1, 1976 a grant was awarded by the Division of Criminal Justice Services to the Erie County Department of Central Police Services to expand and upgrade the law enforcement training conducted by CPS through its Law Enforcement Training Academy. The objective of this grant was less ambitious than that of the Monroe County regional program and "provided professional training for all police personnel in Erie County, thus improving the performance of law enforcement operations in the area." 18 The grant provided approximately \$178,000 to fund the academy and included the salary of a coordinator, two secretaries, a technician, audiovisual equipment (\$12,000), and a library (\$5,000). An assistant director and a trainer from the Buffalo Police Department are also on the training staff. The Academy provides trainers with a one week program in typing in addition to the traditional law enforcement curriculum.

8) Master Plan for Police Training in New York State

In a \$72,000 grant awarded to the Criminal Justice Center of John Jay College in September of 1976, the Division of Criminal Justice Services through the Bureau of Municipal Police wished to evaluate its current training program for entry level police officers, as well as analyze future

18 New York State D.C.J.S. Grant #C106768, D.C.J.S. #2094, Attachment "A".

training needs in New York State.

The project involved developing a questionnaire survey which would analyze those needs, performing site visits to several representative police departments throughout the state, develop a model curriculum which is adaptable to the needs of individual departments, and to develop an implementation plan.

BUREAU FOR MUNICIPAL POLICE BUDGET

The basic approach to police training on the part of state government was indicated in Governor Rockefeller's message to the legislature in 1959. In that address, "Message Concerning the Problem of Crime," he stated that "The State should be more actively concerned with the problems of local police training." 19 He went on to say, however, that, "There would be no authorization for state funds for training purposes under the bill I propose. Reliance would be placed on the present structure of police training, which is being gradually expanded and improved by local initiative..." 20

The Budget of the Bureau for Municipal Police reflects the above parsimonious philosophy. The following figures indicate the Bureau's budget for the fiscal year 1976/1977. 21

19 Messages of the Governor, Mc Kinney's, 1959, p.1710.

20 Ibid.

21 1976/1977 Budget Report of the Bureau for Municipal Police.

<u>Personal Services</u>	\$ 296,000
<u>Non-personal Service (Total)</u>	54,000
<u>Supplies and Materials</u>	9,600
<u>Travel</u>	25,600
<u>Contractual Services</u>	19,000
<u>Equipment</u>	200
<u>Total Operations</u>	\$ <u>350,400</u>
Grand Total of Fiscal Year '76 '77	\$ <u>350,400</u>

Roughly \$17,000 of the above funds are allocated to support the two mandated police training programs state-wide. These funds are expended on ring binders and miscellaneous training materials. In some cases the salaries of part-time regional Training Assistants are paid approximately \$200.00 per week while a particular school is in session. In other zones only expenses of the Training Directors are paid since many are full-time employees of local law enforcement agencies. Generally speaking, there is no definitive policy or plan to determine which zone receives special assistance and which does not. During the course of this evaluation, academies in two training zones that were offering basic courses requested modest financial assistance from the Bureau and were refused because of lack of funds. One of the two zones subsequently requested funds

from local law enforcement agencies in their jurisdiction. The other charged each recruit a registration fee to cover administrative expenses.

Other expenses the local training directors must meet include those connected with correspondence, postage, telephone bills; they also provide ammunition and target materials for firearms training.

In its budget request for fiscal year 1976/77 the MPTC acknowledged that "It is becoming increasingly more difficult, in those areas served by regional schools, to have a Chief of Police or a Sheriff assign an officer as a full-time school coordinator...Experience has shown that unless there is continuity in the daily administration of a police school, the overall quality of the training is adversely affected." 22 The report went on to point out that "of the twelve training zones, into which the Municipal Police Training Council has divided the state for administrative purposes, only four zones contain a permanent training facility with full-time personnel assigned. In the remaining zones, training courses are scheduled on an as-needed basis, and are not always held in the same location or sponsored by the same police

22 Bureau for Municipal Police, Budget Request for 1976/1977.

agency. Facilities in these agencies are often marginal in that they are not designed as classrooms and necessary equipment must be found to make them usable for training purposes.

This type of operation has, over the years, been a source of embarrassment to the Municipal Police Training Council in that we have been unable to provide adequate logistical support to local agencies attempting to comply with state mandated training requirements." 23

While a lack of adequate funds is too simplistic an answer to the problems facing police trainers in New York State, it certainly has adversely curtailed their effectiveness. The National Advisory Commission on Criminal Justice Standards and Goals dealt with the problem in their 1973 report.

"Financial support is a critical problem in developing an effective State police training program. One argument holds that the State should finance the entire cost because it is mandating participation in the program. Another holds that local jurisdictions should assume the cost since they reap the benefit of trained employees. Probably, portions of the cost should be borne by both

23 Ibid.

State and local governments. Unfortunately, police agencies that need training most are often the agencies that can least afford to pay for it...

A basic question that must be answered in determining financial assistance is what kinds of expenditures should be funded. Generally, four areas are considered: salaries of participating employees, training expenses, costs for relief assignments in the employing agency, and employee travel and living expenditures. The most frequently used assistance programs reimburse salary costs of participating employees or finance training program expenses.

Michigan has a realistic assistance program; payment fluctuates according to the length of the course and the number of participating employees. California, in most instances, provides salary reimbursement for participating employees. The Advisory Commission on Intergovernmental Relations in State-Local Relations in the Criminal Justice System, recommended that States pay all costs of police training programs that meet mandated State standards." 24

24 National Advisory Commission on Criminal Justice Standards and Goals, 1973, p.384.

Recommendation

The Bureau for Municipal Police/^{should} be provided with sufficient additional staff to adequately supervise and monitor training within the State. Currently, there is no systematic monitoring system in existence. Supervision consists of an administrative review of the course curriculum mailed to the Bureau for Municipal Police by the sponsoring training agency. Generally, no field follow up is conducted to determine whether the submitted curriculum is actually taught or whether the quality of instruction is adequate. There is also a critical need to monitor field training of recruits to insure that this most important learning experience is being adequately provided. It is recommended that additional training technicians be hired, and that sufficient time for field supervision be provided to these individuals and the existing Bureau for Municipal Police training staff.

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has steadily improved over the years with little prompting assistance from outside agencies. In many instances, the assistance of these law enforcement agencies has been sought by the Municipal Police Training Council and the Bureau for Municipal Police to support what, for the most part, is a totally inadequate rural training effort that services approximately three quarters of the law enforcement agencies in New York State. Of the approximately 60,000 full-time sworn officers in New York State, over 56,000 are employed within the seven Metropolitan Planning Areas (Erie/Buffalo, Monroe/Rochester, Nassau, Suffolk Onondaga/Syracuse, Westchester/Yonkers and New York City). Regional Coordinating Areas representing rural interests comprise only 6400 or 9 percent of the State's full-time sworn officers. Rural and small municipal agencies, however, represent the largest portion of the state geographically (forty-five of the sixty-one counties are so classified) and the vast majority of law enforcement agencies (439 of the State's 573 police agencies have fewer than fifty full-time officers). Sixty-five agencies have no full-time officers at all.

Traditionally, large urban agencies through their leadership and example have been in the vanguard of the movement to increase both the quantity and quality of training throughout

the State. For the most part they have been very successful in upgrading the training capabilities in their own agencies. In almost every case, the staff found that training academies sponsored or supported by large urban law enforcement agencies were well above standards academically, and the number of training hours provided was well in excess of the state's mandate. Training conditions in the rural areas of the state are poor by comparison.

It is the conclusion of the staff that the average small municipal or rural law enforcement agency is not experientially or financially capable of organizing and operating a viable, comprehensive police training program. They must rely on the resources of larger urban agencies or the Bureau for Municipal Police to meet their needs. In large urban agencies those resources are being taxed beyond their limits and the budget of the Bureau for Municipal Police is totally inadequate to provide any meaningful assistance.

It appears that because of their limited size and stature and the lack of a charismatic "rural interest" spokesmen, training in these areas has been seriously neglected. For these and other more specific reasons, the project staff has concluded that police training in New York State is urban oriented at the expense of smaller

upstate municipalities and rural areas.

Scope of the Problem

There are literally thousands of police officers, both full and part time, engaged in providing police service in New York State who received little or no training in the duties and responsibilities of their profession. These men were aptly described at a recent meeting of the Municipal Police Training Council as "unguided missiles"; a reference to the potential for disaster they embody as they daily perform duties that have life or death consequences.

According to the latest available figures of the Bureau for Municipal Police, approximately 19, 150 law enforcement personnel have completed the mandated Basic Course since it was established in 1959. The law at that time exempted police officers who had been permanently appointed prior to July 1, 1960. Due to the dearth of information available regarding the training proficiencies of law enforcement personnel within the state, it is difficult to accurately estimate the number of untrained officers in this group^{who} are employed in small municipal or rural law enforcement agencies.

Even were it possible to determine the exact figures regarding these exempt officers, the true picture of the critical needs of rural police training does not become

apparent. One must consider that until as recently as 1967 mandated statewide training required that police recruits be provided with only three weeks of Basic Training. A major portion of this training focused upon developing the recruit's proficiency in the use of firearms. For many hundreds of law enforcement officers in the state this three weeks represents their entire formal police training.

In addition to the above full-time officers, there are approximately 2,600 part-time sworn officers in the state who, despite the Municipal Police Training Council mandate to provide them with basic training, have until recently, been entirely ignored. They receive virtually no training besides a perfunctory in-house orientation and truly represent a hazard to themselves and the communities they serve.

To further complicate the matter, categories of law enforcement officers throughout the state have been viewed as being beyond the jurisdiction of the Municipal Police Training Council's mandate. These exclusions hinge upon interpretations of the wording of the legislative definition of the term police officer. According to Chapter 446 of the laws of 1959 a police officer is defined as:

A member of a police force or other organization of a municipality who is responsible for the prevention and detection of crime and the enforcement of the general

criminal laws of the State, but shall not include any person serving as such solely by virtue of his occupying any other office or position, nor shall such term include a sheriff, undersheriff, commissioner of police, deputy or assistant commissioner of police, chief of police deputy or assistant chief of police or any person having an equivalent title who is appointed or employed by a municipality to exercise equivalent supervisory authority.

(Added laws of 1959, Chapter 446, Section 2, effective July 1, 1959)

This definition has been interpreted to exempt law enforcement officials from small towns and officers not included in civil service positions. Most importantly, it has affected many sheriff's departments throughout the state.

A recent report by the State of New York Commission of Investigation on the Sheriff's Department of Dutchess County stated that "virtually all of the deputies questioned about training by the Commission decried the lack of preparation they had received. The attitude of the sheriff may be described as a 'sink or swim' attitude, and men were put on road patrol and given other responsible law enforcement duties with no training whatsoever."

According to the report, deputy sheriffs received "no advance training instruction or preparation." No copies of the Penal Law or police guides are furnished them, and they

must depend upon their own resourcefulness in meeting problems.

A number of deputies stated that the sheriff has declined opportunities to avail himself of federal funds for equipment, and all stated that he was steadfast in his opposition to efforts by his men to advance themselves professionally and academically through educational programs. Some men complained to the Commission that their tours of duty were changed after they had signed up for outside educational courses, and that their new hours were invariably in conflict with their educational pursuits, compelling that training be abandoned. While this report is not offered to represent the typical attitude towards training on behalf of sheriffs in New York State it does indicate the extremes to which the neglect of training can be carried.

Lack of Adequate Rural Representation on the
Municipal Police Training Council

There are a number of factors which account for the great disparity in the quality of training between urban and rural areas. The causes range from the obvious cost and manpower factors involved in the training process, to an outright lack of interest in or appreciation of the benefits of training. (The latter two factors may be a response to the relatively poor quality of training rural agencies have

experienced over the years).

Another very important factor is the urban orientation of the Municipal Police Training Council. This, to a great extent, is due to lack of adequate rural representation on the Council. The disproportionate representation on the Council

becomes evident if one considers the present composition of the Municipal Police Training Council. In light of the previously stated fact that over 75 percent of the law enforcement agencies in the state have fewer than fifty sworn officers as well as most of the serious training problems, a significant increase in rural representation is recommended.

The disparity in terms of representation manifests itself most dramatically in terms of the factional utilization of available block grant funds provided by the Division of Criminal Justice Services. Since the Municipal Police Training Council and the Bureau for Municipal Police have virtually no operating budgets the exercise of fiscal control of Division of Criminal Justice Services funds in essence, determines policies and priorities for training within the state. These priorities undermine smaller agencies most desperate long range training needs, i.e., an adequate and comprehensive training delivery system and

training programs that address specific local needs.

Examples of the above disparity abound if one reviews recent grants supported by the Council. They have provided funds of over \$590,000 to the New York State Police to develop a Counter Terrorist/Hostage Training Program for its entire officer force. Two one-week seminars in Employee Relations were sponsored for supervisory officers in Monroe County. The counties of Erie (Buffalo) and Monroe (Rochester) were awarded \$178,000 and \$261,000 respectively to establish training academies to service law enforcement training needs in those areas.

Regardless of the efficacy of such programs, the fact that only approximately \$17,000 out of the Bureau for Municipal Police's annual budget for 1976 went to support the state's two mandated courses illustrates the method of establishing training priorities. Considering these funds are currently allocated among approximately twenty-five academies in the thirteen training zones in the state, and that generally speaking, they represent the entire source of funding for rural training, it becomes obvious that the funding level is totally inadequate. In view of the funding potential of the Bureau for Municipal Police's parent organization, the Division of Criminal Justice Services, it is discouraging to read in the agency's budget report that it

provided only \$24.00/student state-wide to support its eight-week mandated Basic Course for recruits during the 1976/77 fiscal year.

Recommendations

1. The membership of the Municipal Police Training Council should be enlarged. The staff recommends that the membership of the Municipal Police Training Council be expanded to include:

- a) One chief of police from an agency employing twenty or less full-time sworn officers. This member must have previously served as a regional zone coordinator or subcoordinator and demonstrated considerable interest and knowledge in law enforcement training. He will be selected by the current voting members of the Municipal Police Training Council from a list of qualified individuals submitted by the Director of the Bureau for Municipal Police.
- b) One chief of Police or sheriff from an agency employing more than twenty but less than sixty sworn officers. The same qualifications and selection process in (a) will apply.

It further recommends that, despite the major training contributions of the Federal Bureau of Investigation, New York City Police Department, and the New York State Police,

their designation as voting members of the Council be reconsidered. The Staff feels that representatives of each of these agencies can continue to make vital contributions to the Council as resource persons, but that only Council members from agencies or municipalities directly effected by the Council's decisions should have voting status. If implemented, this recommendation would assure a more balanced representation within the Council in light of the above proposal for an expanded rural membership.

2. The Bureau for Municipal Police/^{should} establish training area priorities that reflect the following order of importance:

1. Basic Course for Recruits (full and part time)
2. In-Service Training
3. Supervised Field Training
4. Supervisory Training

These priorities are based on/^a State-wide survey of training directors and zone coordinators (See Appendix 4) and on the observations and conclusions of the project staff.

3. The Bureau for Municipal Police should give the highest priority in the in-service area to rural law enforcement officers, particularly those who completed the Basic Course prior to 1967.

4. The Municipal Police Training Council/^{should} prepare a legislative proposal to the Governor that no sworn police officer

be allowed to perform the duties of that office prior to having successfully completed a Basic Course approved by the Bureau for Municipal Police.

This mandate should be applied to all law enforcement personnel responsible for the prevention and detection of crime and the enforcement of general criminal laws of the State, regardless of size of agency civil service status, or whether they are full or part time. 25

The National Advisory Commission on Criminal Justice Standards and Goals, in its report, "A National Strategy to Reduce Crime", states the following:

"Every State should enact legislation that establishes mandatory minimum basic training...This legislation should prohibit any individual from performing the police function unless he is certified as having met the minimum standards." 26

This same Commission in its 1973 Report on Police, had as one of its standards the following:

Every police agency should take immediate steps to provide training for every police employee prior to his first assignment within the agency, prior to his assignment to any specialized function requiring additional training, and prior to his promotion. In States where preparatory training is currently mandated by State

25 National Advisory Commission on Criminal Justice Standards and Goals, Report on Police, 1973, p.392

26 Ibid, p.83

law, every police agency should provide all such training by 1975; in all other States, every agency should provide all such training by 1978. 27

Finally, recent preliminary draft material by the Division of Criminal Justice Services' Standards and Goals Project has as one of its standards:

Increase the Municipal Police Training Council (MPTC) mandated minimum basic training from 285 hours to 400 hours all of which must be completed by any person before they serve as a police officer. 28

5. The Municipal Police Training Council ^{should}/recommend to the Governor that the State mandate a thirty-five hour in-service training program at least once every three years for all entry level law enforcement personnel in New York State.

This position is supported by the recommendation of the National Advisory Commission on Criminal Justice Standards and Goals in its task force report, "Police". The report goes beyond the scope of the above recommendations by stating the "Every police agency should provide forty hours of formal in-service training annually to sworn police employees up to and including captain or its equivalent." According to the report, "This training should be designed to maintain, update and improve necessary knowledge and skills."

The New York State Standards and Goals project also recommends an annual forty hour in-service block of instruction:

27 Ibid
28 Ibid

The Municipal Police Training Council should mandate 40 hours in-service training per year for all police officers. Police departments should have the following options to meet this mandate: conduct their own BMP approved schools; send their police officers to regional schools who can then conduct their department schools; participate in an interagency cooperative training officer system; or use individualized audio-visual training techniques and home study materials.

The present and short range (three to five years) training capabilities in New York State preclude an immediate move to mandated annual in-service training. Until the training delivery system improves, a mandated thirty-five hour in-service training program, at least once every three years, is recommended as being a practical and realistic alternative.

6. The Bureau for Municipal Police should undertake a review of their record keeping needs and methods. Currently there is no systematic approach to recording, keeping or retrieval. There is almost no usable data regarding individual officers training and educational achievements, background information such as date of appointment, age, rank, etc., the number and size of law enforcement agencies in the State, or the officer's legal status (full-time, part-time, civil service, etc.). Acquiring this information would be facilitated by the passage of the Central Registry Bill; however, a records management survey to determine exactly

what information and records should be kept is strongly recommended.

EVALUATION OF NEW YORK STATE TRAINING ACADEMIES
(Basic Course for Recruits)

In April, 1977 a tentative evaluation of all thirteen training zones and the academies located therein was made base^{ed} on site visits to each of the zones and data obtained from questionnaires. At that time several zones received "below standards" ratings for a variety of reasons. It was decided that these zones be given time to correct the deficiencies. Time was also needed by the project staff to analyze data already gathered on each of the zones but not included in the evaluation. This was concluded, and the evaluation that follows reflects both the correction of the reported deficiencies and the inclusion of the omitted data.

The final evaluation is as follows:

<u>Zone #</u>	<u>Training Location</u>	<u>Rating</u>
Zone 1	Suffolk County, P.D.	Above Standards
	Nassau County, P.D.	Above Standards
Zone 2	New York City, P.D.	Not Rated
Zone 3	Westchester County Sheriff's Dept. National Guard Armory, Ossining, N.Y. S.U.N.Y., Purchase, N.Y.	Meets Standards

At the time of the initial site visit, this training facility was extremely poor (Ossining site). This was confirmed by the responses of recruits to the project questionnaire. The academy also lacked the guidance of a firstline or middle management level supervisor. Both of these conditions have been corrected.

Zone 4 Town of Ramapo Meets Standards
Rockland County
Fire Training Academy

Zone 5 Town of Colonie P.D. Above Standards
Albany County

A "below standards" rating had been given to this zone in the tentative evaluation only because of the lack of a supervised field training segment in the Basic Course. This situation has since been corrected. The site visits and questionnaire data were excellent.

Zone 6 Broome County Sheriff's Dept. Meets Standards
Binghamton
This academy was not rated at the time of the interim evaluation because of a lack of questionnaire data. With the mailing of a second questionnaire, a much better response was received. Responses regarding the course was generally favorable; however, the physical location of the academy was consistently noted as being poor.

Tompkins County Sheriff's Dept. Meets Standards
Cortland Community College, Ithaca

This academy was also not rated in the interim evaluation because of a lack of questionnaire data, but this problem was rectified with the mailing of a second questionnaire.

Zone 7 Onondaga County Community College Above Standards
Syracuse

Utica Police Dept. Meets Standards
Mohawk Valley Community College

Zone 8 Watertown Police Dept. Meets Standards

There was a lack of continuity in the presentation of the Basic Course in this zone. This is the result of a lack of job opportunities in law enforcement in this area. The course that was evaluated was the first in several years and met BMP standards.

Zone 9	Plattsburgh Police Dept.	<u>Meets Standards</u>
Zone 10	Niagara County Police Academy Sanborn	<u>Meets Standards</u>
	Erie County Central Police Services Erie County Community College Orchard Park	<u>Above Standards</u>
Zone 11	Monroe County Community College	<u>Above Standards</u>
	Community College of the Finger Lakes Canandaigua	<u>Not Rated</u>
	Due to a continuous lack of cooperation between the program director of the Canandaigua school and this project's director this academy was not rated. A new director has been appointed and minimal response from the questionnaires, along with a follow up site visit, indicates improvement in the program.	
Zone 12	Schuyler County Sheriff's Dept. Montour Falls Fire Science Academy	<u>Meets Standards</u>
	Prior to the course this project evaluated, a Basic School had not been run in two years. This lack of continuity must be recognized in the evaluation. However, the course monitored met BMP standards.	
Zone 13	Chautaugua County Sheriff's Dept. Mayville	<u>Meets Standards</u>

EVALUATION OF CURRENT TRAINING PROGRAMS

The Project's staff has had the opportunity to evaluate or to make recommendations to implement the following programs:

1. Basic Recruit Course (mandated)
2. Supervisory Training Course (mandated)
3. Supervised Field Training Segment of the Basic Course
4. Part Time Police Training

5. Middle Management Training
6. Executive Training
7. Instructor Development Training

1. BASIC RECRUIT COURSE

New York was the first state to mandate a course for training law enforcement personnel, but the State has lately fallen behind nationally.

The currently mandated Basic Recruit Course in New York State is 285 hours in length. As noted in the first section of this chapter, this has been substantially increased from the initial mandate of eighty hours in 1959. However, the national survey (see Appendix #1) shows the Basic Course to be fifteen hours less than the national average. The National Advisory Commission on Criminal Justice Standards and Goals stated in 1973 that:

Every State should require that every sworn police employee satisfactorily complete a minimum of 400 hours of basic police training. In addition to traditional basic police subjects, this training should include:

- a) Instruction in law, psychology, and sociology specifically related to interpersonal communication, the police role, and the community the police employee will serve;
- b) Assigned activities away from the training academy to enable the employee to gain specific insight in

the community, criminal justice system, and local government;

- c) Remedial training for individuals who are deficient in their training performance but who, in the opinion of the training staff and employing agency, demonstrate potential for satisfactory performance; and
- d) Additional training by the employing agency in its policies and procedures, if basic police training is not administered by that agency. 29

One of the goals of the present grant is to establish an appropriate level of training for police officers in New York State. In addition, if the current level is deemed to be insufficient or its impact ineffective, recommendations concerning the improvement of the curriculum are to be made.

It was decided early in this project that input from personnel most concerned with training, i.e., police officers, supervisors and police managers was essential. The analysis that follows is based upon the information that was provided to the researchers by the above mentioned personnel and their cooperation is deeply appreciated.

The survey instrument and complete data obtained from a survey of police personnel throughout the state regarding their opinions on recruit training can be found in Appendix #6 of this report. The following section is a

29 National Advisory Commission on Criminal Justice Standards and Goals, POLICE, 1973, p. 392.

synopsis of the major aspects of the survey which was conducted during the period of December, 1976 through September, 1977.

Synopsis of Questionnaire Responses

Almost all of the recruit respondents were pleased with the attitude of their training coordinator. They also found the physical location in which the course was conducted adequate. Regarding the challenge of the present mandated course, only two percent found it to be too difficult. Respondents for the most part felt that both the academic and disciplinary demands of the course were at the right level.

The recruits generally do not seem overly enthusiastic about the use of guest lecturers. Over one-fourth of the respondents said that the scheduled instructors often did not appear when scheduled, and, when they did, practically one-third of the recruits felt that they were unprepared to properly teach the scheduled topic. Problems such as this can hopefully be rectified when all instructors are both certified and paid, and when the Bureau for Municipal Police in a better position to more closely monitor the sessions.

When asked to reflect on the Basic Course after having completed it, more than one-third of the respondents felt that they would be functioning as a police officer at the same level whether or not they had attended the Basic Course.

Also, roughly one-third of the recruits felt frustrated with their role as they perceived it.

When asked to comment on the length of time allotted to teaching the mandated course, at least one-third of the respondents felt that the course was too short. Their comments were expressly directed at three main subject areas, namely, Basic Law, Police Procedures, and Police Proficiency; many respondents felt that more time should be provided in the instruction of these areas.

Many of the responses of the chiefs closely paralleled those of the recruits. The chiefs found the same subject areas to be lacking in the amount of time provided for instruction. Almost one-third of the chiefs felt that the current level of training is not adequate for their needs, and one-half of them felt that they have little input in the determination of the curriculum of the Basic Course. This was also a major finding of the survey conducted of the Training Zone Coordinators (see Appendix #4).

Two other significant points made by the responding chiefs are that ninety percent of them would support an extension of the Basic Course beyond its currently mandated limits, and that they are overwhelmingly in favor of mandatory in-service training (see Appendix #3).

2. SUPERVISORY TRAINING

Presently, only ten states offer training for law enforcement personnel on the supervisory level, and New York, with its mandated seventy-hour course, is included among them. According to Wasserman and Couper, "Management and supervisory training, coupled with other personnel programs, can be a major factor in shaping the future of a given police agency..."

Training immediately provided newly promoted officers before they assume the duties of their new assignment is becoming increasingly accepted as a part of the training requirement. Recognizing that the newly promoted police officer will have a far different set of responsibilities than previously experienced, a growing number of police agencies have institutionalized training prior to assumption of duties. This type of training can have a significant effect on certain personnel practices, especially the promotional examination content...

The overall aim of this type of management training must be to provide an atmosphere that indicates and reviews thoroughly the difference in the new assignment and his added responsibilities. To design such a training program properly, and in preparation of the promotional examination, a comprehensive job description should be developed which clearly defines the duties

and provides the basis for the development of individual training objectives...

Training programs for supervisory personnel can serve two purposes. First, they can provide a forum for discussion of issues important to the department. And second, they can provide a vehicle through which the supervisor can become an important part of the overall departmental training effort. It is probably in this second area that the most important gains through training can be achieved"... 30

Based on the data obtained from two questionnaires and our comparison to other training programs offered nationwide the New York State Supervisory Training Program is adequate.

Synopsis of Questionnaire Responses

The responses of those who had completed the Supervisory Course closely paralleled those of the recruits in the same areas. For example, almost all of the respondents found both their training coordinator and the location of the training faculty to be either adequate or more than adequate. Also, as with the recruits, only one respondent felt that the Supervisory Course was too difficult. These first-line supervisors felt the discipline at the course to be sufficient.

The respondents seemed to feel much better about their

30 R. Wasserman and D. Couper in Police Personnel Administration, edited by O. Stahl and R. Stafenberger, Duxbury Press, Mass., 1974, pp. 146,147.

instructors than did the recruits. More than half noted that their instructors never failed to appear, and that the instructors were seldom unprepared to teach the scheduled topic. Also, almost all of the supervisors felt that as a result of their training they understand their role better. Their level of frustration (35 percent), however, was about the same as that of the recruits.

With the exception of "Decision Making" and "Motivating Subordinates," all of the courses in the Supervisory Course were deemed to be of sufficient length by the respondents. The first-line supervisors felt that not enough time was allotted for instruction of the two aforementioned subjects.

In their comments on the Supervisory Course, 80 percent of the chiefs felt that it adequately met the needs of their subordinates. Practically the same number of chiefs also noted, however, that they would be in favor of extending the present mandated course. The chiefs agreed with the first-line supervisors in that the amount of time allotted to most of the subjects offered was sufficient. They indicated more time was needed for decision making, morale and discipline, motivating subordinates, supervision of reports and handling emergencies, all of which were deemed to be not adequately discussed.

Also noteworthy in the responses to the chiefs question-

naire regarding the current Supervisory Course was their willingness to include the following subjects: Productivity in Policing, Management by Objectives, Leadership Styles, Team Policing Techniques, Personnel Evaluation, Goal Setting, and Methods of Instruction. At least 75 percent of the respondents wish to see each of the above subjects included in the current mandated course.

3. SUPERVISED FIELD TRAINING

The National Advisory Commission on Criminal Justice Standards and Goals noted the importance of field training and made the following comments and recommendations concerning implementation of a field training program in its 1973 report, "Police."

Formal preparatory training and education for the newly appointed sworn police employee is the only foundation on which he will build his career as a competent police officer. During his first year the new employee goes from novice to competent employee. During this period, he should be subjected to continuous development through formal training, coached field experience, and supervised work performance. The new officer is a relatively insecure employee and an effective field training program can provide the necessary support to help

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1 OF 3

develop self-confidence and absorb the cultural shock from citizen to officer and the reality shock from formal training to field experience.

Yet Charles Saunders disclosed in Upgrading the American Police that 58 percent of the police agencies in cities over 10,000 population conduct no field training and the rest give it only after formal training with little attention to its complementary effect. The 1968 IACP study, Police Recruit Training, showed that agencies that provided field training gave from 2 to 480 hours; the average was 72 hours.

The experienced police officer will usually be the first person to defend the value of quality field training.

For example, the New York Police Training and Performance Study of 1969 polled 100 officers of varying ranks and 94 selected their first assignment as the primary factor in establishing the direction and success of their future job performance.

Following basic training, the newly appointed sworn police employee should spend a minimum of four months in varying field training experiences. This four month period, the recommended minimum basic police formal training of ten weeks, and the four weeks of additional training during the new employee's first year, totals 30 weeks.

The remaining 22 weeks of the first year should be spent under close supervision by qualified supervisory personnel. Agencies that provide longer formal training will find that the supervised period is shorter; however, this is the preferred program. 31

A forty-hour block of the mandated 285-hour Basic Course is currently reserved for the supervised field training of recruits in New York State. This field training is supposed to be provided by the recruit's own agency, to which he is returned for this week-long segment. The agency is required to provide each recruit with an "officer-coach," who is then responsible for providing guidance and supervision of this training. The Municipal Police Training Council provides a "Field Training Record" booklet which explains the criterion for selection of the field officer coach, and explanation of the goals of this segment of the curriculum.

The actual Field Training Record "contains a representative listing of the incidents which a patrolman may expect to encounter over a period of time, and those 'daily routine' types of procedures with which all policemen need to be familiar." 32

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- 31 Police, National Advisory Committee on Criminal Justice and Goals, p. 96, 1973.
32 Supervised Field Training for Probationary Officers, D.C.J.S. Bureau for Municipal Police

There are several problems inherent in the present system. The first is that there is no training course available to train officer-coaches. The Municipal Police Training Council recognizes the importance of their role with the following passages in the booklet:

"The success of any undertaking is dependent in a large measure upon the quality of the personnel assigned to carry out that plan. This is especially true of field training of the type proposed here.

To the officer-coach are entrusted not only the task of evaluating the recruit's ability to apply the training provided in the classroom to street conditions, but also the greater responsibility of instilling and developing in the recruit the proper attitude toward his work and the public he serves." 33

However, much importance the Council gives to the role of coach, the qualifications of many of those occupying this role are questionable. Many comments were found in the questionnaires regarding field training suggesting that the officer coach is an "old timer" on the job who sits back and rests while the rookie drives. Completion of the Field Training Record is frequently carried out in a routine, unresponsive manner. Conversations with recruits during site visits elicited similar responses. The fault primarily

33 Ibid

rests with the individual agencies who assign these coaches.

Another problem concerns the distribution and custody of the Field Training Record. Each trainee receives the booklet along with other materials on the opening day of the Basic Course. He is then supposed to deliver the record to the head of his agency, who in turn assigns an officer-coach to him. The record is completed by the officer and then placed in the recruit's personal file. The record does not return to either the Municipal Police Training Council or the training academy. Instead, the chief of each participating agency is required to forward to BMP a list of the names of members of his department who completed the training. Unless it specifically requests it, the training academy never sees the results of the recruit's progress. Therefore, individual training academies offering a 285-hour course have virtually no control over the quality of almost 15 percent of its curriculum.

In an article from a recent report by The Police Foundation, the problem of police trainers and supervised field training was addressed:

In addition to heavy reliance on imparting knowledge, police trainers emphasize the value of actual experience to such an extent that the importance of training itself is minimized. Good policing is not often seen as a

"teachable" process but rather a wisdom which can only come from a number of years' experience in performing the tasks themselves. Almost every training officer speaks reverently and wistfully about the power of realism and of actual experience.

As in other professions, there is consensus that field training is critical to training; and yet, such field training is rarely formal, often poorly conceptualized, and usually pitifully meager. So-called field-training officers typically have no special teacher training, nor do they demonstrate any particular skills. Field training experiences are very short; and trainees are given little if any opportunity to reflect on, discuss, and understand their experiences. 34

This has been the case in the present system of field training in New York. In order to rectify the problem, the staff believes that implementation of a course designed specifically for field training officers should be immediately developed. The National Advisory Commission of Criminal Justice Standards and Goals has stated:

The most important element of an effective basic police field training program is the field training officer or coach. The development of the new officer is in this man's hands. The selection, training, and contin-

34 Police Personnel Administration, edited by O. Glenn Stahl and Richard A. Staufenberger, Duxbury Press, North Scituate, Mass., 1974, p. 128.

ued preparation of the coach are crucial. The best field officer will not necessarily become the best coach. While operational performance is one criterion, the ability to convey essentials of the job to others and the desire to develop new employees are at least as important.

Once the coach has been selected he must be trained. He must be kept up-to-date on the subjects he is teaching. A coach can nullify much of the basic training given a new employee or he can greatly reinforce that same training.

A coach should undergo training of at least 40 hours. The training should cover the supervisor's role, supervision and human behavior, personnel evaluation, problem-solving techniques, teaching methods, selection processes, counseling and partner relations.

Coordination between field training and classes is important, particularly in large police agencies or in any agency experiencing rapid growth. While it is beneficial to rotate new employees among training coaches, duty watches, and districts, continued contact with the training program is essential to maintain the program's effectiveness and to prepare additional phases of formal instruction. 35

35 "Police" National Advisory Commission on Criminal Justice Standards and Goals, 1973, pp. 396, 397.

Based on the above, as well as information ascertained while making visits to each of the zones, the project staff makes the following recommendation:

It is recommended that the Training Director in each Regional Training Academy develop a one-week field training officer's course to be presented at least once a year at the academy and at each of the satellite training sites.

The primary purpose of the course will be to prepare veteran law enforcement officers to constructively assist young recruits during their initial orientation to field operations. Their training will include a review of procedures and tactics they will be required to demonstrate; a basic "methods of instruction" segment and special training to prepare them for their task as a role model.

Each of these officers should be a volunteer and be required to submit a letter of recommendation from his agency head attesting to both his competence as a law enforcement officer and his potential to develop into an effective field training officer.

Screening of potential candidates will be conducted by a committee established by the Zone Coordinating Board. Selection of candidates will be made at quarterly Zone Coordinating Board meetings.

Each candidate selected as a field training officer will,

upon successful completion of the training program, be awarded a certificate from the Bureau for Municipal Police. Field training officers will be entitled to display an insignia on their uniform attesting to their status. This insignia will be developed by the Bureau for Municipal Police for statewide use.

Candidates from the Basic Course will be assigned to these field training officers for the Supervised Field Training Segment of the Basic Course.

See Appendix for forms related to Supervised Field Training. (Appendix 7)

4. PART-TIME POLICE TRAINING

Requirements

The requirements of part-time officers are exactly the same as those of full-time officers. Thus, the part-time police officer is mandated by New York State Law to successfully complete the required basic training course within the first six months of employment. However, prior to the establishment of a school for part-time officers in 1975, there was no provision made for training of these officers. The problems inherent in the training of part-time officers stem from the fact that most are full-time employees in other fields. Prior to 1976, all of the

Basic Courses were taught in schools which ran on a "full-time" basis, i.e., 35-40 hours per week, 7-8 hours per day. Unless the part timer was financially capable of taking a leave of absence from his regular employment to attend one of these basic schools, he could not participate. The part-time police officer was in direct violation of the General Municipal Law by not completing the mandated course in the first six months after being sworn in. During the period from 1960 (when the Municipal Police Training Council Rules and Regulations were promulgated) to the implementation of the first school for part-time police officers in Cove Neck, New York in 1975, the Municipal Police Training Council made provisions to deal with this serious problem.

Legislation

The Municipal Police Training Council finally came to grips with the problem and initiated a school for part-time officers in Cove Neck, New York in 1975. This school received certification after the curriculum had been reviewed and evaluated. The school, which fully measured up to the minimum training standards in both the course content and number of hours, ran for a total of eighteen weeks (four hours, two nights a week and eight hours on Saturday).

On April 7, 1976, the Municipal Police Training Council formally voted to authorize the establishment of a Basic

eleven part-time schools in addition to the pioneer project at Cove Neck. Their locations and enrollment are as follows:

<u>Location</u>	<u>Enrollment</u>
East Fishkill Police Department	35
Sanborn	28
Livingston County S.O./Genesee	35
Montgomery County S.O./Johnstown	20
Chester Police Department	35
Waterford Police Department	24
Catskill Police Department	33
Red Hook Police Department (Milan)	35
Chester Police Department	35
Chester Police Department	31
Fishkill Police Department	32

The last four courses listed (those at Milan, Chester and Fishkill) are the most recent ones to be offered and the classes are all being held in 1977 or 1978.

5. MIDDLE MANAGEMENT TRAINING

Developing effective leadership in law enforcement agencies has become increasingly necessary to meet the more complex and demanding requirements of policing in our present society. The advent of exploding technological development, combined with rapidly increasing urban populations, and consequent reaction due to rapid displacement of types and classes of people have led to a host of criminal justice problems. In recent years, these growing demographic transitions have placed enormous pressures on public safety organizations at the State, County and local government levels. This problem is of such magnitude and complexity

Course for part-time police officers. The curriculum for this course was the same as the 285 hour course offered to full-time officers, but was to be taught in a manner similar to the Cove Neck school. This authorization came after a final evaluation of the Cove Neck school (which ended in February of 1976) was made by the Bureau for Municipal Police and Municipal Police Training Council. In a "handout" which was distributed by the Municipal Police Training Council, it was stated that

"until legislature eliminates them (part-time officers) entirely it is their duty...to see that they are properly trained. There is no doubt that full-time school training is more desirable than part-time school training, but the attitude of full-time or nothing should be an attitude of the past. As long as part-time police officers exist, they should be trained. If there is a desire to eliminate them, then it should be done legislatively, not indirectly by establishing full-time schools for mandated programs. Experience has shown that the latter course of action has only resulted in untrained part-time police officers."

By this statement, the Municipal Police Training Council formally recognized ^{that} part-time policing is here to stay. This recognition has been the basis for the establishment of

.to warrant special focus on these problems.

The police function is much more complex than simply "enforcing the law" and "waging a war on crime." Consequently, the police must be properly trained in human behavior, social problems, the democratic process, fiscal responsibility and proper allocation of resources and personnel. Further discussion of this point is included in Volume I of this report.

Law enforcement officials are, for this reason, representative of one of the most important administrative agencies in the nation today. This was clearly illustrated in the 1969 Report of the Municipal Manpower Commission. The major finding of the Commission was that the quantity and quality of administrative, professional and technical personnel employed by local governments (including police) was almost totally inadequate to cope with the rapidly growing contemporary problems of urban America. Much of the blame was directed to a lack of trained personnel and/or training to upgrade managerial and executive skills required to keep abreast of the rapidly growing urban crisis.

Unfortunately, there is little to suggest that this situation has improved since 1969. In fact, it may have become worse. Unless something is done to reverse the present trend,

it is likely to increase as the multitude of problems and responsibilities inherent in managing public safety organizations magnify in years ahead.

Wasserman and Couper, in an article entitled "Training and Education," addressed the problem as follows:

The skills required of the police manager are even more complex than those required of the first-line supervisor. And the types of skills required of the police manager are far more distant from those of lower-level supervisors. There is, however, a tendency for management-level police personnel to continue to act as police officers, at worst, and immediate supervisors, at best. Thus, there is a need for management-level training to clarify the management role and to provide vital skills.

One of the more effective management-training programs seems to be the management-seminar project. As utilized in a number of cities, such as Dayton and Madison, training is provided through the problem-solving or project oriented seminar. Rather than simply providing knowledge about management techniques, training is accomplished around some problem or series of studies that directly affect the management responsibilities of top-level personnel. In Madison, for example, a series of high-level task forces were formed to work on de-

partment-wide problems, such as policy development, training conceptualizations , and resource allocation. Through participation in these activities, the police manager has been able to learn, in a "real" setting, the types of planning and implementation skills required in daily responsibilities. Such training is probably far more effective than the normal management lecture.

Dayton, in a somewhat related program, combined management training with routine staff conferences. Having a professional trainer present to direct the "process", the management staff was forced to confront issues and direct attention to problem-solving activities. The result was increased management ability among the staff and reinforcement of the management role. 36

Presently, in New York State there is no training available for police personnel on the middle management level. (This level includes any law enforcement officer who serves in a supervisory capacity below the highest levels of administration).

In its 1973 Report on Police, the National Advisory Commission on Criminal Justice Standards and Goals states that for all personnel who assume higher ranks, "every police agency should offer comprehensive and individualized programs of education, training and experience designed to de-

36 Wasserman and Couper, Police Personnel Administration, edited by D. Stahl and R. Staufenberger, Duxbury Press, Mass. p. 148.

velop the potential of every employee who wishes to participate." 37 In fact, the Internal Revenue Service has adopted aggressive personnel development practices as a result of this Commission's findings. Needless to say, not only is New York lax in establishing a middle management training program, it is an established fact that most law enforcement middle managerial personnel (including some agency heads) are, for the most part, untrained in middle management theory and skills. 38

The primary objective of a middle management training program for public safety managers should be to impart knowledge and skills which will enable them to improve the efficiency and effectiveness of their personnel and departments. There is a very definite need to upgrade management training skills in the field of law enforcement at the present time.

In 1974, the Nassau County Police Department did offer what was entitled a "Three Day Middle Management Refresher Course", but because of its short duration (21 hours), the course was not certified by the Municipal Police Training Council. Regulations of the Municipal Police Training Council mandate that such a course must be at least 35 hours in length. Some of the topics included in the course were Firearms Training, Hostage Negotiation, Supervision

37 Report on Police, National Advisory Commission on Criminal Justice Standards and Goals, 1973, Section 1.

38 See National Survey, Chapter III E. of this report.

and Training, and Disciplinary Problems. These topics are more of a "refresher course" nature, than actual management-oriented training.

Any proposed middle management training course for public safety managers should include a training format that deals with knowledge and skill development situations found in all types of governmental operations with a particular stress on public safety.

The main thrust of such a program is to upgrade and improve the strength and caliber of police personnel at all levels of managerial stratification. Essentially, this concept is a maximum interaction in a "learning by doing atmosphere."

Since as previously noted, there is no training available on the middle management level in New York State, and the importance of such a course has been demonstrated in both selected literature and interviews, the staff of this project recommends that a middle management program such as that discussed below be implemented, in order to insure adequate training of such personnel.

In order to meet the needs of the middle management police personnel in New York State, the staff of the training grant recommends a program that deals with the following areas:

- a) The very important function and role of the police middle managerial executive in a criminal justice environment.
- b) Managing in a civil service setting.
- c) Performance evaluation, i.e., establishing and maintaining acceptable levels of competence.
- d) Leadership styles and strategies of the middle management executive, i.e., What is it? How is it achieved?
- e) Decision making at the middle management executive level of operations, i.e., principles and factors affecting decisions and techniques.
- f) Problem solving at the middle management level.
- g) Productivity in a public safety organization, i.e., employee motivation, behavior modification and evaluation.

Perhaps the most critical factor in determining the effectiveness of any training program is the element of post-course implementation of the imparted knowledge and skills by each individual student. If the student is able to bring about effective improvements within his working environment, without disrupting the achievement of organizational objectives, it can be safely said that the training had beneficial effects. Anything short of this is simply not worth the time, effort, energies or monies expended.

The Middle Management Training Course proposed should be a one-week (forty hours) workshop type program. The major thrust of the program should be to bring to the surface major problems and technical areas in which the middle management law enforcement official is primarily immersed on a day to day basis. A secondary goal, but equally important, should involve imparting the techniques of the Science of Management to achieve valid resolutions to those technical complexities and problem areas. In other words, it should incorporate sufficient flexibility to meet the everyday needs of the participants. It should be strongly underscored that no attempt has been made, during the conduct of the present research to define the duties and responsibilities of a middle management supervisor.

Middle Management Training Evaluation

Since this is a training program that will focus on learning, practice, and developing skills, the success in matters of management outcomes can only be assessed within the work environs of the participants. In this respect, the staff recommends that participants be monitored by means of on-site interviews over a six month post course period. The purpose of the follow-up evaluations will be two-fold:

- 1) To determine the extent to which knowledge and skills

are being implemented as a direct result of required training.

- 2) To further refine and improve the instructional strategy and design of the seminar, and to determine the functional managerial training needs of law enforcement personnel.

Since this training seminar is directed and structured for operational law enforcement managers in the criminal justice system, the evaluation must also be focused on the post training role of the manager in the work environment. If this format is adhered to, the course will be helping the participant achieve his performance objectives.

6. EXECUTIVE LEVEL TRAINING

As is the case with middle management training in New York State, there is no on-going program to provide training for police personnel on the executive level.

From October, 1969 through May, 1971, a series of four Executive Development Courses had been sponsored by New York's Division for Local Police (Municipal Police Training Council) but they were discontinued owing to insufficient funding.

The importance of executive level training cannot be stressed enough. A.C. Germann, in his book, Police Executive

Development, states that the duty of a law enforcement executive "...involves problems of organization and management, personnel and finance administration, administrative analysis, human relations, and training, as well as cutting across the fields of sociology, psychology, political science, law, economics, and those of technology." 39

David. A. Maxwell, in his Master's thesis entitled, Executive Development and Management Training for Chiefs in Small and Medium Size Police Departments: A Survey of the State of New York, stated:

A primary objective of the police chief executive should be to improve the efficiency and effectiveness of his department; the skills of this executive are crucial to the success of the organization and its productivity. With the recent explosions in the physical and social sciences, coupled with the fast changing social conditions, the police executive faces an increasing range of problems. The need for upgrading of managerial and executive skills to keep abreast of modern times cannot be overlooked. 40

In Police Training in the United States, Allen Grammage states that, "Contrary to general practice, formal training is equally important for top administrators in a department..."

39 A. C. Germann, Police Executive Development, Charles C. Thomas pub., Springfield, Illinois. 1962, p.17

40 Maxwell, thesis, p. 9.

as it is for first-line supervisors and middle managers" 41

Even though the New York program for Executive Development has been discontinued, the importance of such training is still noted state wide. Maxwell's thesis, completed in 1976, dealt with surveying the training needs of chiefs of police in small to medium size departments in New York in regard to executive development and management training. Ninety eight percent of the respondents to this questionnaire felt that "executive development or management training should be required for police officials in policy making positions." 42 The survey, which was sent to all chiefs of police in New York State whose departments range in size from twenty to two hundred employees, had a 55 percent return. Twelve of these respondents had attended the now discontinued Executive Development seminars sponsored by the Municipal Police Training Council. The seminars, funded primarily by a L.E.A.A. grant, were well received by the participants. Critique sheets are presently on file in the Bureau for Municipal Police. Miscellaneous observations made by the staff members after the pilot project was completed were very favorable. Noteworthy were the class morale, attendance, and participation. The class members took it upon themselves to write a letter to Governor Rockefeller expressing their approval of the course.

41 Grammage, Allen Z. Police Training in the United States, Charles C. Thomas, Pub., Springfield, Illinois, 1963, p. 156.

42 Maxwell, p. 43.

The letter read in part:

We have been privileged to participate for two weeks in an educational exposure, which all of us believe has been valuable to our development. We are in complete agreement that it is imperative that the course be continued for other Police Executives in the state. 43

The content of the course which ran for two weeks, was as follows:

- "Introduction to the Course"
- "Organization Theory"
- "Publications of Significance to Police Administrators"
- "Principles and Concepts of Communications"
- "Omnibus Crime Control and Safe Streets Act"
- "Police Administration Services"
- "Addressing the Public - Speech Skills"
- "Personality and Performance"
- "The Behavioral Sciences and Management"
- "Motivation and Leadership"
- "The Computer in Law Enforcement"
- "Inspection and Control"
- "Conference Leadership and the Staff Meeting"
- "Sociology for Police"
- "Administrative Aspects of Organized Crime"
- "Urban Influences of Law Enforcement"
- "Budget--Preparation and Presentation"

"Taylor Law - Administrative Aspects"

"Decision-Making (In-Basket Exercise)

"Police Planning"

The seminars were held at the School of Industrial and Labor Relations of Cornell University. This site had been picked because of its central location, excellent facilities, and "availability of outstanding faculty for particular segments of the course." 44 The major problem found with this course was that it was geared to urban police departments, as is much of the current training in New York. Those candidates who attended were "invited" on the basis of the size of the agency they represented, with the largest agencies being invited to participate first. The rationale for this selection process was:

that the greatest benefits could be realized by enrolling the delegates from the larger agencies because the largest number of officers could be reached through any improved knowledge or practices on the part of their administrators. 45

Despite this lack of rural representation, the Executive Development seminars seem to have been a worthwhile project.

The project staff recommends that the discontinued Executive Development Course be revived, or a program based on

44 Bureau for Municipal Police files, Summary Report (York, Smith, Digman) of October 20-31, 1969 School

45 Ibid.

the proposal on the following pages be adopted.

Proposal for a New Executive Training Program

This proposal is based on a recent survey of 595 police agencies by the International Association of Chiefs of Police. The survey showed that only 30 percent of the agencies surveyed provided any kind of pre-promotion training, less than 14 percent provided training for promotion to lieutenant and fewer than 10 percent for promotion to captain. The dearth of training at the higher management levels can be attributed to two major factors:

- 1) The difficulty, and in many cases the impracticability, of developing an effective in-house capability for executive training, and;
- 2) The cost in terms of both tuition and personnel loss, of attending outside training sessions. As a result, most law enforcement middle management and executive level personnel, including the agency heads, are untrained in basic management theory and skills. Critical decisions regarding personnel selection, budget preparation, grants management, and organizational change, are being made by intuition and guesswork, if they are being made at all.

The recently published "Criminal Justice Goals and Standards for the State of Michigan" recommends that "Every law

enforcement agency should provide the training for personnel prior to promotion to administrative duties. This training should include, at a minimum the following:

- a) Personnel management (i.e., recruitment, selection, performance evaluation, promotion and discipline);
- b) Financial management (i.e., budgeting, accounting, cost-effectiveness and operational management);
- c) Community development and awareness (i.e., sensitivity to attitude, personal interaction, cooperation with community resources, etc.);
- d) Administrative training (i.e., the development of goals and objectives, accountability, police performance, labor law and negotiations, equipment and maintenance);
- e) In-Service prior to advancement.

Executive Level Training Program in New York State: Objectives

- 1) To develop a Police Executive Training Program for Chiefs of Police and Sheriffs of New York State and their immediate, executive level, subordinates.
- 2) To conduct ten one-week executive training sessions over the eighteen month funding period. (Two hundred participants)
- 3) To develop an ongoing evaluation component to pre and post test participants and to provide for a

follow-up evaluation of each participant three to six months after completion of training.

4. To create an Advisory Board consisting of law enforcement officials and academicians from criminal justice disciplines to supervise the program evaluation and make curriculum recommendations.
5. To develop a model Executive Training Manual and videotape library of guest speakers and management trainers.

Course Description

One of the most important elements of an effective executive training program is the environment in which it is presented. Many in-house training programs are viewed by employees as disruptive to their normal work patterns, and not very informative or helpful. They are conducted in a good many cases in uncomfortable and poorly equipped training sites, by well-meaning but inadequate instructors. What results is "paper" training; getting on record as having presented a program.

The Executive Training Program proposal will be of one week duration. In order to isolate participants from their normal work and family environments, management retreat sites should be acquired in various locations throughout the State. Participants would be required to register on

Sunday afternoon and, barring emergencies, remain at the retreat house until the following Friday afternoon. Those in attendance will be given an orientation to the program the first evening (Sunday) and each succeeding day will consist of seminar or workshop sessions from 9:00a.m. to 12 Noon, 2:00 to 5:00p.m., and 7:30 to 9:00p.m. The final afternoon session on Friday from 1:00p.m. to 3:00p.m. will be utilized for a verbal and written critique and post-testing. Evening sessions will be structured as problem solving workshops or plenary sessions, depending on the material to be covered.

The program structure should be developed in conjunction with management training consultants. Training modules of up to three hours duration will be developed depending on the desired sequence of presentation and the importance of the material involved. (Decision making, for example, might require one and one-half days - three, three-hour modules; a segment on the "Functions of Management" might require only one three-hour sequence). Training methods that encourage peer group interaction such as workshops, case studies and inbasket exercises will be utilized.

The Bureau should draw upon the professional staff of faculty of the various campuses of the State University of New York for trainers. Professional management trainers should also be involved in instructing and monitoring.

The program curriculum should address the basic functions of a law enforcement executive with special emphasis on goal setting, planning and decision making, budgeting and personnel management. Case study materials should be specially developed to illustrate the universality of managerial problems and techniques. In some of the case studies contemporary problems in law enforcement should be addressed; in other, corporate problems regarding productivity, motivation and systems analysis should be presented.

Course Evaluation

The evaluation of most training efforts consists of a qualitative analysis of the course content and instructional competence usually solicited from participants through verbal and/or written critiques. In addition, a follow-up survey some time after the completion of training is conducted to insure the relevency of the course content. This is usually a check on previously established training needs and program objectives.

The staff recommends a further dimension to the evaluation of this program; an evaluation in terms of management out comes. Six weeks prior to each training session, the prospective participants (twenty) should be requested to submit a detailed account of their most pressing management problems. They should include their efforts, to date,

to resolve the problems, and the reasons why the problems have not been corrected to date.

The training staff should review each situation and develop case studies based on the information. These case studies should be utilized in project workshops where realistic solutions will be explored. In order to customize each session of the Executive Training Program to the needs of the specific participants and their agencies, this process should be followed prior to each of the ten sessions. During the ongoing evaluation of the project, an attempt should be made to document problem resolutions and to quantify savings or increased productivity as a result of the program. Advisory Board members will monitor the evaluation and meet periodically to discuss the findings.

Course Content

Some suggested areas to be covered in such a course are as follows:

I. Role of the Manager

POSCoRB
Management by Objectives.
Managing Time.
Policy Making and Goal Setting.

II. Human Factors in Management

Organizational Behavior.
Formal and Informal Organization.
Motivation Theories and Their Application.
Behavior Modification.

III. Leadership Styles

The Leaders Role in Increasing Productivity.
The Situational Approach to Leadership.
Trait Theories.
The Managerial Grid.

IV. Planning

Diagnosis.
Generating Alternatives.
Comparing and Analyzing Alternative.
Cost Benefit Analysis.

V. Decision Making

Intuitive vs. Rational Decision Making.
Trade-Offs in Selecting Alternatives.
Elements of the Decisional Process.
The Nature of Uncertainty.
Operational Research.

VI. Budget

Developing a Budget (A Case Study).
The Budget as a Form of Control.

VII. The Systems Approach to Management

Records Management.
Work Measurement Procedures.
Management Audits.
Flow Charting.

7. INSTRUCTOR DEVELOPMENT COURSE

The National Advisory Commission on Criminal Justice Standards and Goals in its 1973 "Report on Police" stresses the importance of the police training instructor.

It states:

A police agency that wants to insure maximum effectiveness for its training dollars must employ a specialist--

a qualified training instructor. Police training should be presented by a certified instructor whether the presentation is given at an academy or in an agency station. 46 The report states that the skills of these instructors: ...should be developed through a training program that emphasizes education, philosophy and psychology, instruction methods and their relationship to subject matter, fundamentals of training program development, and feedback consciousness. 47

The problem in New York State was clearly recognized in 1975, with the publishing of the Division of Criminal Justice Services Comprehensive Crime Control Plan. It stated:

A continuing problem is a shortage of qualified instructors in turn has raised the costs of operating the training seminars and has resulted in a further depletion of resources. To further complicate the problem, there is generally, a need for more instructors to keep pace with increases in training class enrollments. 48

The Municipal Police Training Council acknowledged the importance of having properly trained instructors with their approval of a set of Standards and Qualifications

46 National Advisory Commission on Criminal Justice Standards and Goals, 1973, Report on Police.

47 Ibid.

48 New York State Comprehensive Crime Control Plan, 1975, III-G-162.

for Police Instructors at their March 2, 1977 meeting. In a letter to the heads of all law enforcement agencies in New York, the Bureau for Municipal Police explained that the Municipal Police Training Council:

...has recommended them (i.e., the Standards and Qualifications) to Governor Carey for his Promulgation. Once the Standards have been promulgated and BMP determines that there are an adequate number of trained police instructors in each training zone, the Standards will be enforced with regard to mandated training course (e.g., Basic and Supervisory). In essence, enforcement of the Standards means that mandated course will not be certified unless trained and certified instructors are utilized. 49

These Instructor Standards and Qualifications can be found in Appendix 10.

In 1976, under a grant from the Law Enforcement Assistance Administration, the Bureau for Municipal Police entered into a contract with a private consulting firm (Madden, Madden and Associates, Inc., Bulsontown Road, Stony Point, New York) to provide a series of police instructor development seminars. These seminars are eighty-hour, two-week programs which were presented in Albany on a continuing basis during 1976-1977.

49 Division of Criminal Justice Services Communique, July 18, 1977.

The Madden and Madden program has been highly praised by the law enforcement personnel throughout the state. The first year of its implementation (June - October 1976) 237 instructors successfully completed the course. The grant has since been evaluated and restructured to provide training for 250 more officers. These seminars will be held in Albany, Orchard Park, Nassau/Suffold, Pomona, Onondaga, and Binghamton.

Candidates for these programs are selected by a canvassing process undertaken by the Bureau for Municipal Police. Letters are sent to the head of each law enforcement agency explaining the program. Administrators are asked to consider the following points in their selection of the candidates:

1. Candidate should be a full-time municipal police officer.
2. Candidates should presently be instructing in police school or will be instructing upon successful completion of the Instructor Development Course.
3. Successful candidates should be allowed to instruct a minimum of forty hours per year if called upon to do so. Instruction would take place within the respective Training Zone unless other arrange-

ments are made with the instructor and/or agency.

If the administrator feels he has officers who can fulfill the above qualifications, a "Police Instructor Personal History" form is completed and sent to the Bureau for Municipal Police. The Bureau then selects those officers who will enter the program. This form can be found in the Appendix.

The Madden and Madden Course is taught in a modular format, and encompasses the following subject areas:

- Module I Role of the Police Training Instructor:
- a) The police instructor as a change agent.
 - b) The tasks a police instructor may perform.
- Module II Defining Training Needs:
- a) Definition of training need.
 - b) Performance analysis.
 - c) Task analysis.
 - d) Step analysis.
- Module III Writing Instructional Objectives:
- a) Instructional objectives
 - Performance
 - Conditions
 - Criteria
 - b) Performance - doing - being
 - c) Performance - covert - overt
- Module IV Oral Communications:
- a) Classroom presence
 - b) Speaking faults - visual tics
 - c) Communications process
- Module V Psychology of Learning:
- a) Theory X - Theory Y

- b) Need-Motivation Hierarchy
 - c) Levels of existence
 - d) Congruent training strategy
 - e) Concepts of adult learning
- Module VI Audio-Visual for Maximum Sensory Experience:
- a) Use of Audio-visual aids
 - b) Types of visual aids - advantages - disadvantages
- Module VII Instructing and Instructional Techniques:
- a) Instructional system
 - b) Instructional process
 - c) Learning process
 - d) Instructional techniques - advantages - disadvantages of each technique
 - e) Instructor's self-rating checklist
- Module VIII Lesson Planning:
- a) Purposes of a lesson plan
 - b) Major components of a lesson plan
 - c) Examples
- Module IX Evaluation of Training:
- a) Three steps in evaluation
 - b) Purposes of evaluation
 - c) Criterion vs. norm reference evaluation
 - d) Categories of test items
 - e) Construction of test items
 - f) Matching of test items of instructional objectives
 - g) Item analysis
- Module X Instructor - Trainee Interaction and Record Keeping:
- a) Counselling - difficulties
 - b) How to prepare for effective counselling sessions
 - c) Managing participation
 - d) Training records.

SUMMARY OF THE SEMINAR

The Madden and Madden program has a self-critique at the end of each course. This critique deals in detail with the participants' feelings concerning each of the aforementioned modules, as well as the entire seminar. The value of the program to those who participated is clearly reflected in the following figures. The seminar held in June of 1976 was rated very good to excellent by 95 percent of the participants, and 98 percent rated the training manual, references, handouts, and exercises in the same manner. The September seminar was rated as very good to excellent by 93 percent, and 96 percent rated the October seminar in the same manner. Madden, Madden, and Associates have rated each of the programs to date as being "successful in accomplishing the objectives of the Bureau for Municipal Police." Considering both the response of the student (who were all, experienced police instructors) and the content and methodology of the program, the project staff evaluates the Instructor Development Course as being well above standards and recommends continuation of the program.

CHAPTER V

MASTER PLAN FOR LAW ENFORCEMENT TRAINING IN NEW YORK STATE

The following is a proposal to establish a training system in the State of New York for all sworn law enforcement personnel. It involves the creation of a training structure and the implementation of a well developed "Career Training Program" to meet law enforcement needs statewide. The proposal will require federal funding over a five year period during which time gradual institutionalization will take effect. The program will require no federal funds at the end of the five year period.

The implementation of the Master Plan will involve three major steps over a twenty four month period:

- 1) The implementation of a pilot program in three training zones with the State.
- 2) An evaluation of the pilot implementation and subsequent restructuring.
- 3) Implementation of the plan in the remaining zones.

It is recommended that a grant proposal be drafted to fund the project over the first twenty four months. The grantee for the project will be the Bureau for Municipal Police on an application to the Division of Criminal Justice Services. The pilot implementation will involve three training zones. Three subsequent one-year funding proposals

will be prepared to complete the project. The plan calls for the Bureau for Municipal Police to achieve the following goals:

- 1) To restructure the Training Zone Coordinating Boards in the three pilot zones to conform with the proposed new boundaries.
- 2) To establish Coordinating Board Committees to assist in organizing the program and determining zone training needs.
- 3) To assist each zone Coordinating Board in conducting a search for and the selection of at least three prospective candidates for Training Director and Training Associate. These names will be submitted to the Director of the Bureau for Municipal Police for consideration and final selection will be made by the Municipal Police Training Council and the Division of Criminal Justice Services.
- 4) To conduct a survey within each of the three pilot zones to determine the necessary levels of funding for each training academy.
- 5) To develop a short and long-term training program for each training zone.
- 6) To establish a network of satellite training academies within the zone.

- 7) To set up guidelines for Training Directors and members of zone Coordinating Boards regarding methods of fiscal administration within the zone.
- 8) To field test, monitor and evaluate the New Basic Course Curriculum in each training academy.
- 9) Based on the evaluation of the pilot implementation, make necessary adjustments in the implementation plan.
- 10) Implement the plan in the remaining zones.

IMPLEMENTATION PLAN

Phase I (Pilot Implementation Three Zones)

- 1) Within one month of funding establish within the Training Zone Coordinating Boards:
 - a) Search Committee for Zone Training Academy Staff.
 - b) Budget Committee.
 - c) Training Needs Committee.
 - d) Satellite Academy Committee.
- 2) Within four months of funding select Training Director and Associate.
- 3) Within six months of funding present the first Recruit Training Program.
- 4) Within ten months of funding complete evaluation and restructuring of Recruit Training Program.
- 5) Within twelve months of funding complete annual

"Career Training Program" Plan and implement full range of training to satellite academies.

Phase II (Remaining Zones)

- 1) Phase II will begin twelve months after the start of Phase I and continue over the ensuing twelve months.
- 2) At the end of the first twenty four months, each training zone with the exception of Training Zone One (Nassau and Suffolk Counties) will have a single operational Training Academy Network providing a full range of recruit, in-service, specialized supervisory, and part-time police training.

Under the proposed Master plan, two major deficiencies in the present state-wide organization will be overcome. The stature and credibility of the Bureau for Municipal Police will ^{be} significantly enhanced in that it will, for the first time control the disbursement of considerable funds to support training within the state. Secondly, a large measure of local control will be effectuated by the delegation of a meaningful role to the Regional Coordinating Boards, i.e., assisting in the selection of the Training Staff, monitoring and approving fiscal expenditures, approving annual training plans and recommending specific training to meet local needs.

Each of these Regional Training Zones (RTZ) will have one Regional Training Academy (RTA) with the exception of RTZ #1 (Nassau and Suffolk Counties) which will have two. Each RTA will assist designated satellite academies throughout the zone in developing and presenting a full range of in-service and part-time training schools; however, only the RTA's will offer the mandated Basic and Supervisory Training courses. The training directors of the RTA's will be responsible for developing a comprehensive, coordinated plan for all other training in the zone. In addition, they will be responsible for providing the appropriate support (financial, technical, etc.) to satellite training academies to develop appropriate in-service, specialized and part-time courses. The grant should recommend a pilot implementation to proposed training zones 3,4, and 6. These zones are recommended because each represents a unique combination of factors that when evaluated lend themselves to state-wide application. Zone 3 in the congested, metropolitan environs will have great demands for frequent offerings of the Basic Course and a wide assortment of in-service and specialized training. Zone 6, a much less populated area where most law enforcement officers are generalists, will require a broader version of the Basic Course and frequent refresher training courses in areas that are critical but seldom utilized.

Training Zone 4 represents a combination of both sets of factors.

It is recommended that the structure of zone responsibility for training should essentially remain as it is. Training coordinators should be designated by the New York State Chiefs and Sheriffs Associations, County representation through designated sub-coordinators will be maintained. the duties of this coordinating body should be expanded to include:

- 1) Making recommendations to the Bureau for Municipal Police regarding the selection of the Director and Training Assistant for the Zone Training Academy. Recommendations will be consistent with qualifications for those positions as established by the Bureau for Municipal Police.
- 2) Meet quarterly with the Training Director to discuss short and long term strategies to improve training within the zone.
- 3) Review budget disbursements for training within the zone.
- 4) Assist in developing annual training plans for the zone, consistent with guidelines established by the Bureau for Municipal Police.

FUNDING

In a booklet entitled, "Improving Police Productivity - More for Your Law Enforcement Dollar," which was made available in 1975 by the National Commission on Productivity, the following question is posed:

You can be reasonably sure that your department does not spend too much money on training. It is quite possible though, that it is being spent on the wrong things. That money is an important investment in the future effectiveness of the force. Will you get the return you want on the investment? 50

The proposed budget on the following pages was developed with the above question in mind.

As was noted in the National Survey section of this report, the methods of financing police training vary greatly from state to state. Presently thirty six states directly finance some portion of law enforcement training or reimburse some percentage of local training costs. Eight other states provide training programs and facilities, and require local agencies to bear the cost. Federal funding (LEAA, National Highway Safety Act, etc.) has helped almost all of the states in some way with their training programs.

The National Advisory Commission on Criminal Justice Standards and Goals in its 1973 report on Police, addressed the problem as follows:

50 Improving Police Productivity, National Commission on Productivity, 1975, p. 7.

Financial support is a critical problem in developing an effective State police training program. One argument holds that the State should finance the entire cost because it is mandating participation in the program. Another holds that local jurisdictions should assume the cost since they reap the benefit of trained employees. Probably, portions of the cost should be borne by both State and local governments. Unfortunately, police agencies that need training most are often the agencies that can least afford to pay for it. 51

This report had as one of its standards the following: Every State, by 1975, should enact legislation establishing...financial support for mandated training for police on a continuing basis to provide the public with a common quality of protection and service from police employees throughout the State. 52

Presently in New York State there is no firm plan for funding the zone training academies. This becomes especially apparent since such a small portion (8 percent) of the budget is allocated for implementation of the mandated (Basic and Supervisory) courses. With the exception of minor funding for the salaries of some instructors and for providing

51 National Advisory Commission on Criminal Justice Standards and Goals

52 Police National Advisory Commission on Criminal Justice Standards and Goals, 1973

loose-leaf binders, the Bureau for Municipal Police can offer no substantial assistance to the training academies. The recommendations on the following pages provide a plan which will hopefully enable the status of law enforcement training to dramatically improve within a five year period.

This plan also takes into consideration the recent recommendation of the New York State Department of Criminal Justice Standards and Goals, which states that "the State Legislature should provide sources of funds for the state subsidy of all Municipal Police Training Council mandated training..." 53

Funding for Regional Training Academies

The Bureau for Municipal Police should at their earliest opportunity, commission a zone by zone survey to determine the actual budgetary needs of each of the Regional Training Zones. Funding for these zones should be sought from the Division of Criminal Justice Services upon grant application by the Bureau for Municipal Police. The funding request should clearly specify, (1) that the proposal will, for the first time, establish a network of officially designated Regional Training Academies; (2) that funding for same will not replace any existing local funding for none presently exists; (3) that the funding request is for assistance over a five-year period of gradually reduced allocations and (4)

53 New York State Standards and Goals material, Division of Criminal Justice Services, 1977

that the program will be insitutionalized at the end of that period.

According to this plan, D.C.J.S. funds will be requested to fund Regional Training Academies over a five-year period. (It should be noted that Nassau and Suffolk Counties in Zone 1 are currently funded by county taxes and Erie and Monroe Counties are already funded by D.C.J.S.)

The first year, 100 percent funding for each zone will be requested in order to adequately establish them. The second year will require 75 percent funding, and the third year, 50 percent.

After the first year, the difference between the grant funds and actual operating expenses will be filled by a graduated level of tuitions; at the 75 percent funding level, for example, \$300 per student for the Basic Course and \$100 per student for the Supervisory Course; at the 50 percent level tuition for these courses would be raised to \$600 and \$200 respectively. If during the five year period of the grant, the Penalty Assessment Bill is passed, and lobbying for that bill should begin at once, municipalities will be reimbursed for all training expenses.

Penalty Assessment Bill

The Penalty Assessment Bill has been submitted to the State Legislature for consideration on several occasions.

In essence, the bill will provide for the imposition of a 10 percent assessment on all fines and penalties for offenses except certain traffic violations. This assessment would be collected by the New York State Criminal Courts and administered by the Comptroller's Office. The funds would then be utilized to reimburse municipalities for expenses incurred in training police officers, as well as for offsetting expenses of the Division of Criminal Justice Services with respect to the operation of the Bureau for Municipal Police. Conservative estimates of the possible revenue to be realized should the Penalty Assessment Bill be enacted is between 2 and 2.5 million dollars per year. As noted in Appendix 1 several states presently have such programs in operation.

Budget Survey

The following budget figures were developed by the project staff from a survey of several training academy directors. Based on this survey, it is recommended that at a minimum, each academy be provided with a full-time Director, a Training Associate and a full-time secretary with approximate salaries of \$20,000, \$17,000 and \$9,000 respectively.

It is also suggested that all instructors who are not officially prohibited from accepting an honorarium be paid for each classroom contact hour (an average of \$12.00 per hour). This will allow the Training Director to be more

selective in his choice of instructors and more demanding regarding their class preparation and presentations. Assuming the Training Director and Associate did not teach, a 400-hour Basic Course would cost approximately \$4,800 in instructor fees. If this course were presented twice yearly the cost would be \$9,600.

Assuming a slightly higher cost for trainers in the Supervisory Course, the cost for two annual seventy-hour sessions would be approximately \$2,000 (17 x \$15/hr.).

The problem of transportation and lodging for students whose one way travel distance exceeds fifty miles should be addressed. If, in a hypothetical case, one half of a class size of thirty fit this category, the cost for each twelve-week basic course would be approximately \$11,000 (based on \$12.00/night per student for lodging and one two hundred mile round trip per man per week).

Similar costs for the two-week supervisors course would be approximately \$1,800 (5 x \$12 x 2 x 15 people).

In-service and specialized training courses would be offered by the Training Academy as needed. These courses would also be offered in the satellite training academies within the zone which would eliminate lodging and travel costs. Instructor costs for ten one-week in-service training programs per year would be approximately \$4,200, using

the same cost per hour figures as in the Basic Course.

Additional funding would be provided to each Training Academy for at least a modest book and film library and visual aids such as projectors and video play-back equipment. Funds to offset telephone and postage charges should also be included. Clerical and classroom facilities, where adequate, should continue to be utilized. Community college facilities should be sought wherever available.

The two Training Academies in Nassau and Suffolk are fully supported by county funds and are required to provide centralized police training for law enforcement agencies within their respective jurisdictions. This makes them ineligible to receive funding from the D.C.J.S. since the Division is prohibited from providing federal funds to finance programs that are currently operational and are locally funded. Other avenues for supporting training efforts in these counties should be studied.

Suggested Funding Levels for Regional Training Academies

Staff Salaries	\$ 46,000.
Basic Courses (2) (Instructor Fees)	9,600.
Supervisory Courses (2) (Instructor Fees)	2,000.
In-service Training Courses (10) (Instructor Fees)	4,200.
Part-Time Schools (3) (Instructor Fees)	8,000.
Travel and Per Diem (\$11,000 per Basic Course)	22,000.

Travel and Per Diem (\$1,800 per Supervisory Course)	\$ 3,600.
Books and Film Labrary	3,500.
Telephone, Postage and Supplies	1,100.
	<hr/>
TOTAL	\$ 100,000.

Approximate Cost of 5 Year Implementation

1st year	3 zones at \$100,000 each	\$ 300,000.
2nd year	3 zones at \$ 75,000 each and 6 zones at 100,000 each	825,000.
3rd year	3 zones at \$ 50,000 each and 6 zones at 75,000 each	600,000.
4th year	3 zones at \$ 50,000 each and 6 zones at 50,000 each	450,000.
5th year	6 zones at \$ 50,000 each	300,000.
Consulting Costs years 1 and 2		160,000.
		<hr/>
	TOTAL	\$2,635,000.

Based on the above figures, the initial yearly cost of funding each Training Academy will be \$92,000. When support for training part-time police officers in satellite training locations is added, the total operating cost for one year will be approximately \$100,000.

This plan does not address the problem of salary reimbursement to agencies for their participating employees;

however, once the plan is fully implemented, such reimbursement should be considered.

CONSOLIDATION OF REGIONAL TRAINING ZONES AND ACADEMIES

The Bureau for Municipal Police should establish a limited number of officially designated training academies in the State. This consolidation will enable it to pursue requests for federal funds to support such a network, and at the same time materially improve the quality of police training in the state.

After careful study of existing law enforcement and population concentrations within the State, and previous hiring practices of local agencies, the following ten training zones are recommended (See Illustration #3)

TRAINING ZONE 1
Nassau and Suffolk Counties

TRAINING ZONE 2
Rockland, Orange, Sullivan and Ulster Counties

TRAINING ZONE 3
Westchester, Putnam and Dutchess

TRAINING ZONE 4
Tompkins, Tioga, Cortland, Broome, Chenango, Oswego, Delaware

TRAINING ZONE 5
Columbia, Green, Schoharie, Albany, Rensselaer, Schenectady, Montgomery, Fulton, Saratoga and Washington

TRAINING ZONE 6
St. Lawrence, Franklin, Clinton, Essex, Hamilton and Warren

TRAINING ZONE 7
Jefferson, Lewis, Oneida, Herkimer

TRAINING ZONE 8

Oswego, Onondaga, Cayuga, Madison

TRAINING ZONE 9

Monroe, Wayne, Livingston, Ontario, Seneca, Yates, Schuyler, Chemung, Steuben

TRAINING ZONE 10

Niagara, Erie, Orleans, Genesee, Wyoming, Chautauqua, Allegheny

STAFF

The following recommendations regarding the staffing of the newly established Regional Training Academies are based on literature reviewed concerning this topic as well as the data compiled from the zone coordinator survey. (See Appendix 4.)

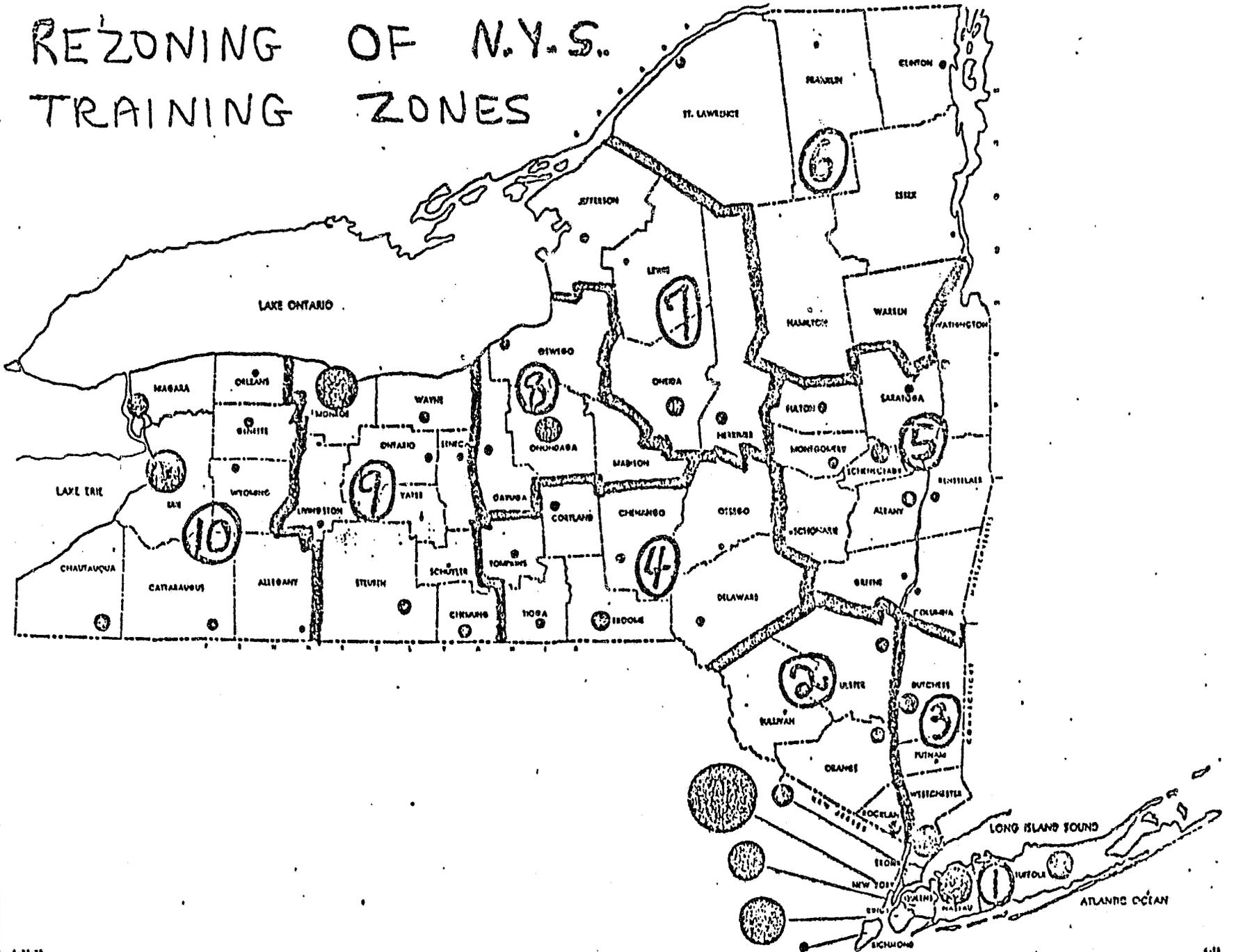
Concerning qualifications, the National Advisory Commission on Criminal Justice Standards and Goals, in its report, A National Strategy to Reduce Crime, recommended that:

every police agency require immediately, as a condition of initial employment, completion of at least one year of education at an accredited college or university and that by 1983, every police agency require, as a condition of initial employment, completion of at least four years of college-level education or baccalaureate degree at an accredited college or university. 54

If, at the recruit level, such a qualification is recommended, training directors should be at least equally qualified.

54 National Advisory Commission on Criminal Justice Standards and Goals, A National Strategy to Reduce Crime, 1973, p.83

REZONING OF N.Y.S. TRAINING ZONES



It should be noted that under this plan, no current Academy Director will lose his position because of the fact that he lacks a degree; as noted, he will have five years to acquire such credentials.

Regional Academy Staff

The selection of regional training academy directors will be made by the Director of the Bureau for Municipal Police based on recommendations from the zone coordinating boards. The selection will be subject to the approval of the Municipal Police Training Council and the Commissioner of the Division of Criminal Justice Services.

The recommended qualifications for the position of training director are as follows:

- 1) A current Training Academy Director capable of acquiring a baccalaureate degree within five years of appointment.
- 2) If other than a current Training Academy Director, the applicant must possess a four-year baccalaureate degree.
- 3) Must possess extensive experience as a law enforcement trainer.
- 4) Must be certified by the Bureau for Municipal Police as a qualified instructor.
- 5) Must possess the necessary fiscal and administrative

background to effectively manage and coordinate the training activities of the zone.

- 6) Must agree to submit to an extensive background investigation prior to appointment.

The recommended qualifications for the position of training assistant are as follows:

- 1) A current Training Academy Staff member capable of acquiring a baccalaureate degree within five years of appointment.
- 2) If other than a current Training Academy Staff member, must possess a four year baccalaureate degree.
- 3) Must have extensive law enforcement teaching or training experience.
- 4) Must be certified by the Bureau for Municipal Police as a qualified law enforcement instructor.
- 5) Must agree to submit to an extensive background investigation prior to appointment.

The training director will select the academies remaining clerical staff.

Duties of the Training Staff

The Training Director will have overall responsibility for developing a comprehensive annual training plan to meet the needs of full and part-time law enforcement officers

within his zone. He shall also be responsible for developing long-range training strategies based upon anticipated regional needs. He will be required to meet quarterly with the zone coordinating board and report on training developments within the region and discuss anticipated budgetary expenditures during the coming quarter.

The Director and Training Assistant will be responsible for establishing a permanent liaison with satellite training sites throughout the region and assist in the developing in-service training that meets the needs of local law enforcement. Another important aspect of the responsibilities of the training staff will be to establish, coordinate and subsidize training for part-time law enforcement personnel in the zone.

The training staff will be required to compile data relative to the number, size, and training needs of all law enforcement agencies in the zone, and develop and maintain a personnel folder on the training accomplishments of all law enforcement personnel.

The training director will also be required to comply with all administrative requirements established by the Bureau for Municipal Police and submit timely progress reports regarding training activities.

Full or Part-time Trainers in Every Law Enforcement Agency

The Director of each Regional Training Academy will encourage all law enforcement agencies within the zone to designate one of their members as a full or part-time trainer. This will be especially important in small departments where manpower constraints are severe. Training officers will be able to periodically attend local training sessions conducted in the satellite academies without seriously affecting agency operations. Training officers will then be required to prepare brief "in-house" training sessions for personnel in their agencies. This type of training can be extremely effective if the training officer has been adequately trained as an instructor and if the training material is supplemented by a video or other media presentation. These training officers should be given high priority in all future Instructor Development Courses.

The National Advisory Commission on Criminal Justice Standards and Goals specifically addressed this idea:

Every state should develop means for bringing mandated or other necessary training to employees of police agencies when it is impracticable or inefficient to bring these employees to the nearest training center or academy. 55

55 Police, National Advisory Commission on Criminal Justice Standards and Goals, 1973, p.417

ACCREDITATION

As soon as practicable, all Training Academies should seek accreditation by the Project on Non-Collegiate Sponsored Instruction of the American Council on Education. This council currently awards credits to many of the existing academies.

In a great deal of current literature, the importance of accreditation is discussed. Recently in the Police Chief magazine the issue was addressed in the following way:

Since its basic constitution was drafted in 1893, the International Association of Chiefs of Police has been extremely active in promoting quality education and training for law enforcement officers. Accreditation and quality control of police courses are priority concerns of the Association...

The most intense work in this area has been implemented over recent decades in light of the massive studies of police methods made by presidential commissions and congressional committees. Throughout these studies, recognition was given to the fact that law enforcement upgrading meant a greater commitment to better education and training. Response from the academic community and the police profession was ex-

cellent. The number of available degree courses in police sciences increased many times over in the next few years, and police academy training underwent a complete transition towards a quality of excellence. 56

Concerning accreditation, the National Advisory Commission on Criminal Justice Standards and Goals, in its 1973 Report on Police, had as one of its standards the following: 57

Every police agency should pursue the affiliation of police training programs with academic institutions to upgrade its level of training and to provide incentive for further education.

- 1) All police training courses for college credit should be academically equivalent to courses that are part of the regular college curriculum.
- 2) Every member of the faculty who teaches any course for credit in the police training curriculum should be specifically qualified to teach that course.
- 3) a. The instructor in a police training course, for which an affiliated college is granting credit, should be academically qualified to teach that course.
b. Police personnel not academically qualified to

56 Police Chief Magazine, editorial, August 1976, p.8

57 National Advisory Commission on Criminal Justice Standards and Goals, Report on Police, 1973, p.376.

teach a course in the regular college curriculum may, if otherwise qualified, serve as teaching assistants under the supervision of an academically qualified instructor.

Leonard Territo, in an article for Police Chief Magazine entitled "College Credit for Law Enforcement Training Courses: Recent Trends - Future Projections" stated:

In 1972, there were at least 34 community colleges, four-year colleges, and universities that were willing to award varying degrees for college management training courses offered by Northwestern University Traffic Institute at Evanston, Illinois. In a statewide study completed in Florida in 1972, it was learned that of Florida's 23 community colleges, eleven were willing to award varying degrees of college credit to graduates of the FBI National Academy, six were willing to award college credit to graduates of the Northwestern University Traffic Institute's nine month course, and twelve were willing to award college credit to graduates of the twelve week police management training course offered by the Southern Police Institute at the University of Louisville, Louisville, Kentucky. Thus, one can readily see that awarding of college credit for the successful completion of certain training courses is neither a new nor unusual practice (Territo, 1972).

There are numerous individual arrangements that have been worked out between specific law enforcement agencies and institutions of higher education (Ashburn and Ward, 1973; Rotella, 1971; Pace, 1970; Police Training and Performance Study, New York City Police Department, 1969; Territo, 1972; Territo, 1975; Whisenand, 1973). One generally finds that when specific arrangements are made between law enforcement agencies and institutions of higher education on the issue of college credit for training, in many instances, these arrangements include the incorporation into the specific training course materials which are related to specific college courses, e.g., sociology, psychology, and so forth. In addition, in almost every instance discovered, these courses are instructed by faculty members of the College awarding the credit. 58

The New York State Comprehensive Crime Control Plan, in 1975, recognized the fact that the:

Bureau for Municipal Police needs additional resources to...examine the feasibility of sponsoring education and training courses in conjunction with local community colleges... 59

58 Police Chief Magazine, August, 1975, p.33

59 New York State Comprehensive Crime Control Plan, Sec. III G., p. 163

STATEWIDE GUIDELINES FOR COMMENCING BASIC COURSES

The Bureau for Municipal Police should establish firm State-wide guidelines for the commencement of Basic Training Schools. As previously indicated, police officers in New York State are currently required to complete the Basic Course within six months of employment. There are many reasons, financial and logistical, which effect an agency's ability to comply with this requirement. In some zones, conducting a Basic Course is contingent upon the hiring of a sufficient number of officers to justify it. One primarily rural zone did not conduct a Basic Course for two years.

This problem should be materially eased by the proposed redistricting of the training zones. Upon implementation of the Master Plan, the Bureau for Municipal Police should establish firm starting dates for Basic Courses that are standard throughout the State (mid March through mid June, and early September to early December). Law enforcement agencies could then plan their hiring to coincide with the start of each Basic Course. It must be stressed here again that the position of the staff is that no police officer in New York State be given any law enforcement assignment prior to completing the Basic Course.

The lack of a current plan causes an overlap in some zones and a total lack of training in others. For example,

in 1976, twenty eight basic schools commenced. These schools were conducted in nine of the training zones. Therefore, four zones offered no Basic Course that year. Examples of the other courses offered (e.g., in-service, specialized, etc.) in the zones vary greatly.

According to preliminary draft material from the D.C.J.S. Standards and Goals Project:

"In 1976, BMP coordinated 154 different training schools which gave 15,040 hours of training to 3,698 police officers throughout the State. Fifteen percent of all sworn municipal police officers in the State (excluding State and New York City Police) received some type of BMP training in 1976. Most of that training took place in the State's major metropolitan areas. The rural areas where the majority of police should require all police departments to annually register all their police officers with the Division of Criminal Justice Services." 60 Such a "central registry" would give the Bureau for Municipal Police, and the Municipal Police Training Council. (through the D.C.J.S.) a very accurate reading as to how many untrained officers are presently "on the job", and would enable a scheduling of courses to coincide with the new number of recruits.

60 Preliminary Draft Material from the D.C.J.S. "Standards and Goals for Criminal Justice in New York State", p.2

Recommendation

The Bureau for Municipal Police should give consideration to encouraging Community Colleges to collaborate with training academies in providing segments of the Basic Course for part-time police. Community colleges could provide many classroom segments of the course on a tuition basis and training academies would provide proficiency skills such as firearms training, defensive tactics, emergency vehicle operations, etc.

This would be extremely useful in areas where there is a demonstrated need for part-time law enforcement personnel, particularly on a seasonal basis. This program would be especially attractive to criminal justice students seeking employment and/or law enforcement internships.

As early as 1975, the New York State Division of Criminal Justice Services, in its Comprehensive Crime Control Plan for New York State, recommended that the Bureau for Municipal Police "examine the feasibility of sponsoring education and training courses in conjunction with local community colleges."

The need for interaction between police training programs and community colleges was discussed by John F. Logan, in an article for Police Chief Magazine, entitled "Law Enforcement Education and the Community College." Logan states:

Colleges can be a central area in education and in the

pooling of resources for many police agencies. This should neither be forgotten nor discouraged. The end result should be a more humanistic and enlightened officer. 61

To further substantiate the success which can be had in the collaboration of training academies and community colleges, the National Advisory Commission on Criminal Justice Standards and Goals cited the following in its 1973 Report on Police: 62

Most police agencies should consider pooling their resources to create a cooperative facility. In California, the community college system has helped considerably in this effort. Police agencies in Fullerton, Riverside, Bakersfield, and Arcata, California, have joined forces with other local agencies and the area's two-year colleges to develop training centers that generally exceed the requirements of California's police training commission. This approach is not unique; other States with diversified and receptive community college systems have developed similar arrangements.

Recommendation

The Bureau for Municipal Police should immediately consider implementing the comprehensive Master Plan for Training detailed in Chapter II of Section 2. This plan provides the

- 61 J.F. Logan, "Law Enforcement Education and the Community College," Police Chief Magazine, August, 1975, p.26.
62 National Advisory Commission on Criminal Justice Standards and Goals, 1973, Report on Police, p.418.

organizational structure on a regional basis for the delivery of a Career Training Program to law enforcement officers at all organizational levels. The focus of this plan is not on how many courses of various types are offered, but on training developed to meet the demonstrated needs of local law enforcement officials over the full span of their careers.

A MASTER PLAN FOR LAW ENFORCEMENT
TRAINING IN NEW YORK STATE, VOLUME TWO

APPENDIX # 1

A NATIONAL SURVEY OF RECRUIT LEVEL TRAINING

New York State mandated a minimum course of instruction for newly appointed police officers on July 1, 1960. We were the first in the nation to enact such type of legislation, but since then we have been followed, and passed, by many other states in this activity.

January 1977 Memo

Director of the Bureau for
Municipal Police
New York State

In order to ascertain how New York State compares with the rest of the nation with regard to its training of law enforcement officers, a national survey was conducted during June, July and August of 1977. The major thrust of the survey questionnaire was to determine the number of states that have mandated programs for recruits and how comprehensive those programs were. The survey requested information on various other aspects of training within the state jurisdictions. It should be stressed that the figures discussed pertain only

to mandated programs. It should also be stressed that many agencies throughout the country offer recruit training programs which far exceed that which is mandated within the State. Of the fifty states surveyed forty nine, plus the District of Columbia, responded. The information included in this study deals mainly with the state's current training programs. In certain cases respondents noted that recent legislation has changed their mandated programs. For example, North Carolina's present mandate is a 160-hour program which will increase to 240 hours as of January 1, 1978. Such changes are noted in this report.

Another factor that should be brought to the readers attention is the variability of the status of law enforcement officers affected by mandatory training programs. In some states, compulsory training is only required of officers in particular agencies. For example, Mississippi's program offers a 600-hour course for highway patrol, while only a 240-hour course is required of sheriffs departments. Distinctions such as the above are clarified in the survey. Since this survey is being funded by a New York State agency the basis for comparison will be New York State's current 285-hour mandated Recruit Training Program.

Length of Mandated Courses Nationally

Currently forty five of the fifty states offer some

mandated training for their law enforcement officers. The scope and length of these programs vary greatly, however. Twenty-four states offer programs shorter in length than New York State, but five of these offer 280 hour courses, which is only five hours less than that of New York's. Twenty states currently have programs as long or longer, than that in New York, Two states have programs which will change drastically as of January 1, 1978: Arizona, which presently offers a 280-hour program, will jump to 400 hours and Iowa is increasing their current training program from 240 to 400 hours. Kentucky with a 400-hour course and Washington D.C. with a 600-hour course, offer training which is not mandated but operates under a system of voluntary compliance.

The mean of length of the courses offered by the forty-five respondents with mandated programs as of January 1, 1978, was 300 hours. New York's mandated course is therefore fifteen hours below the national mean. It is interesting to note that, when compared to the neighboring states of New Jersey, Connecticut, Pennsylvania, Massachusetts and Vermont, the mean is ninety hours less.

Approximately three-fourths of the states have legislation which requires that their mandated recruit course be completed within one year of employment. New York's legisla-

tion states that the course must be completed within the first six months of service. The legislation is not clear, however, as to whether recruit training must be completed prior to having the officer assume patrol duties. In many cases it does not. Eight states, Alabama, California, Florida, Michigan, Mississippi, New Jersey, Ohio and Virginia, require that the recruit successfully complete the basic course prior to assuming patrol duty. Iowa is presently enacting legislation to this effect. None of the other respondents currently mandate this.

Mandated Training Beyond the Recruit Level

Of the respondents, eleven require training beyond the recruit level. Two others, will soon introduce legislation of this nature. In-service and supervisory training courses are most likely to be mandated; mandated middle management courses are also frequently mentioned. New York State mandates a 70-hour supervisory course for newly appointed sergeants.

Each of the States which indicated that an in-service course was required indicated that the time frame was 40-hours on an annual or semi-annual basis. Maryland, for example, has an annual firearms qualification and a semi-annual one week in-service refresher training course covering other areas.

Training Deficiency Lawsuits

In response to the question concerning whether or not lawsuits had been filed concerning the quality or lack of training, several states answered affirmatively. The purpose of this question was to ascertain not only whether lawsuits have been filed, but also to elicit information concerning the nature of the suits. It should be noted that in some instances the respondents frankly admitted that because of poor local communications they were not aware of all lawsuits relative to training filed in their state.

Seven of the respondents noted that they were aware that civil suits had been filed regarding lack of law enforcement training. The two main areas noted were firearms use and first aid procedures. This is understandable, as both of these areas are designated by the New York State Municipal Police Job Analysis Project as being critical to the proper performance of a police officer's job. 63 (The availability of firearms, although their use is not an everyday occurrence, is listed in this same report as being essential to officer safety in at least fifteen of the tasks a police officer performs.) The report also notes that administering first aid is recognized as being a critical activity by ninety percent of the police officers who par-

63 New York State Municipal Job Analysis Project, Volume I, New York State Department of Civil Service, 1977

anticipated in that project. 64

Aside from suits related to firearms and first aid, the responding agency from Louisiana was aware of three cases involving misuse of a night stick. In addition, Utah noted that several suits by Spanish-speaking people are presently before the courts charging that one specific police department lacked training in crowd control and minority group relations. Despite the allegations in the suits, it is not clear yet whether or not they can be directly attributed to a lack of training. However, the average recruit training course in the seven states in which the suits occurred is two hundred and forty-four hours, which is fifty-six hours less than the national mean. Of the seven, only Utah (320-hours) and Maryland (350-hours) were above that figure.

The information regarding lawsuits has application in New York State because despite State legislation that mandates that a sworn officer successfully complete the Basic Recruit course within the first six months of employment, compliance has been found to be spotty. Many officers throughout New York State, especially in rural, upstate areas, perform patrol duties for several years prior to receiving their required formal training. The suits which could emerge from this obvious lack of adequate training could financially cripple some of the smaller municipalities if they were successful.

64 Ibid, p. 175

Methods of Funding Mandated Training Programs

The means of funding mandated police training throughout the country varies from state to state. In many cases, the funding is shared by local, state and federal agencies. The multiplicity of these variations are indicated in the tables on pages 151 — 153. California is a good example of this complexity. The California Program is funded partly by community colleges which provide the training facilities and partly by local taxes and a state general fund. The Peace Officer Standards and Training Commission, which maintains a peace officer training fund generated by penalty assessment, contributes substantially to this effort, as do the budgets of the various local police agencies. Another example is Louisiana, which provides the bulk of training costs from a state fund, but has individual police departments provide funds for room, board and ammunition.

The penalty assessment program noted above in California is an interesting and relatively new concept. The assessment legislation mandates that a percentage of fines levied in the courts of that State be utilized to support police training. Presently, nine states (Arizona, California, Florida, Indiana, Massachusetts, Nebraska, Oregon, South Carolina and Washington) have penalty assessment programs. Georgia is considering implementing such a program, and the New Hampshire state legislature enacted a program of this

kind in 1977.

The penalty assessment programs in these states vary, both in the amounts assessed and on the violations on which the assessments are made. Indiana has an assessment of \$2.00 added to the prosecutor fee in court costs. Arizona has a ten percent assessment on all criminal and traffic fines collected by each municipal, county and superior courts. Massachusetts levies a 25 percent assessment on all criminal fines this does not include minor traffic violations.

New York proposed legislation for a penalty assessment bill last year, but it was never brought out of committee. Considering the lack of state appropriations for police training in New York, it seems that a successful effort to pass a penalty assessment bill would be the answer to many of the financial problems related to providing effective law enforcement training.

Individual State Responses to the Survey Questionnaire

The following pages of charts present a breakdown of the material which has been discussed in detail in the previous sections.

STATE	MANDATED PROGRAM	YEAR INITIATED	LENGTH (HOURS)	COMPLETED WITHIN	PRIOR TO PATROL	TRAINING BEYOND BASIC COURSE	LEVELS	FUNDING
ALABAMA	YES	1972	240	9 Months	YES	NO	-	LEAA and Individual Department
ALASKA	YES	1972	270	1 Year	NO	NO	-	LEAA and State
ARIZONA	YES	1969	280	6 Months	NO	NO	-	Penalty Assessment
ARKANSAS	YES	1975	160	1 Year	NO	YES	Mid Mgmt In-Service	City, State, LEAA
CALIFORNIA	YES	1973	200	Prior to Patrol	YES	NO	-	City, State, Penalty Assessment
COLORADO	YES	1973	290	1 Year	NO	NO	-	State
CONNECTICUT	YES	1974	400	1 Year	NO	NO	-	Local Department, State
DELAWARE	YES	1970	350	1 Year	NO	NO	-	State
WASHINGTON D.C.	NO	-	Voluntary 600	-	-	AVAILA- BLE	SUPER- VISORY	Municipal
FLORIDA	YES	1967	320	Prior to Swearing In	YES	NO	-	Local, State, Penalty Assessment
GEORGIA	YES	1970	240	1 Year	NO	NO	-	Local, State
HAWAII	NO RESPONSE							
IDAHO	YES	1974	300	1 Year	NO	YES	IN-SERV.	Local
ILLINOIS	YES	1976	240	6 Months	NO	NO	-	State
INDIANA	YES	1972	400	1 Year	NO	NO	-	Penalty Assessment
IOWA	YES	1967	400	as soon as poss.	NO	YES	Mid Mgmt Suprvsry In-Serv	State
KANSAS	YES	1968	200	1 Year	NO	NO	-	State, LEAA
KENTUCKY	NO	-	400	-	-	-	-	State
LOUISIANA	YES	1977	240	Prior to Swearing In	YES	NO	-	Local
MAINE	YES	1972	485	1 Year	NO	YES	IN-SERV	State
MARYLAND	YES	1967	350	1 Year	NO	YES	Entrance In-Serv	State, LEAA
MASSACHUSETTS	YES	1967	480	9 Months	NO	YES	Suprvsry In-Serv.	Penalty Assessment
MICHIGAN	YES	1971	256	Prior to Patrol	YES	NO	-	Federal, State, Local
MINNESOTA	YES	1967	280	1 Year	NO	YES	Super- visory	State
MISSISSIPPI	YES	Sheriffs Hwy Patrol	240 600	1 Year Prior to Patrol	-	NO	-	State, Criminal Justice Planning Agency
MISSOURI	NO	-	-	-	-	-	-	-
MISSOURI	YES	1973	280	1 Year	NO	NO	-	State, Local

STATE	MANDATED PROGRAM	YEAR INITIATED	LENGTH (HOURS)	COMPLETED WITHIN	PRIOR TO PATROL	TRAINING BEYOND BASIC COURSE	LEVELS	FUNDING
Nebraska	YES	72	300	1 year	NO	YES	Management Supervisory	State
Nevada	YES	69	144	6 months	NO	NO		State, County
New Hampshire	YES	71	298	6 months	NO	NO		Federal, State
New Jersey	YES	65	280	18 months	YES	NO		State
New Mexico	YES	69	120	1 year	NO	NO		State, Local
New York	YES	60	285	6 months	NO	YES	Supervisory	Federal, State
North Carolina	YES	73	240	1 year	NO	NO		LEAA, State
North Dakota	YES	73	280	1 year	NO	NO		LEAA
Ohio	YES	66	280	1 year	YES	NO		State
Oklahoma	YES	68	160	1 year	NO	YES		LEAA, State
Oregon	YES	68	330	1 year	NO	YES	Supervisory	Penalty Assessment
Pennsylvania	YES	74	480	1 year	NO	NO		State
Rhode Island	YES	69	480	prior to swearing in	NO	YES	Middle Management, Supervisory, In-Service	Federal, State
South Carolina	YES	72	400	1 year	NO	NO		Penalty Assessment
South Dakota	YES	71	200	1 year	NO	NO		LEAA, NHTSA, State
Tennessee	YES	71	240	2 years	NO	NO		Local through SPA Grant
Texas	YES	70	240	6 months	NO	NO		LEAA (SPA), State, Local
Utah	YES	68	320	18 months	NO	YES	In-Service	State, Local
Vermont	YES	69	240	6 months	NO	NO		State
Virginia	YES	71	249	1 year	YES	YES	In-Service	State
Washington	YES	73	440	15 months	NO	NO		State, Federal
West Virginia	NO							

STATE	MANDATED PROGRAM	YEAR INITIATED	LENGTH (HOURS)	COMPLETED WITHIN	PRIOR TO PATROL	TRAINING BEYOND BASIC COURSE	LEVELS	FUNDING
Wisconsin	YES	70	240	While on Probation	NO	NO		State
Wyoming	YES	72	200	2 years	NO	YES	Executive Middle Management, Supervisory, In-Service	State

Training Based on Task Analysis Studies

Seventeen of the fifty respondents indicated that a state-wide task analysis had been undertaken for police. Kansas replied that they were intending to sponsor one, and South Carolina and Michigan stated that task analyses had been conducted but that they were not state-wide. Kentucky noted that one had been completed which dealt only with state police.

It was not determined whether these analyses were undertaken in order to provide the foundation for police training curricula or, as in the case of New York State, whether they were conducted to provide the data upon which job related testing could be based.

Nation Curriculum Data

The questionnaire listed the major areas found in most basic law enforcement curricula, and respondents were asked to indicate, percentage wise, how closely this resembled their areas of training concentration. These areas were a) Patrol and Traffic Training, b) Criminal Law, Evidence and Investigation, c) Physical Training, d) Firearms Training, e) Department Orientation, Policy and Procedure, f) Community Relations and Human Behavior, g) First Aid, and h) Miscellaneous. It should be noted that these categories are rather broad, and some of the responding agencies had

difficulty in determining the exact percentage of time due to some overlapping of categories. The following chart indicates the comparison of New York State with the National Average.

Of the eight categories, the respondents indicated that the most time is spent on the area designated as Criminal Law, Evidence, and Investigation. An average of 31 percent of the total curricula is devoted to this area. The other category ranking almost as high as this is "Patrol and Traffic Training", which averaged out to 24 percent of the curricula. The large percentage of time provided for training in these two areas is understandable as they comprise the major areas of police work. The New York State Municipal Police Job Analysis Project substantiates the concentration in these areas in its findings. These two areas were identified by the responding police officers in that study as being either critical to the proper performance of their duty or substantially relevant to daily routine. 65 Many of the basic curricula throughout the nation which are based on police task analyses also bear this out. For example, the California curriculum, which was developed based on a set of behavioral objectives determined by task analysis, has approximately 80 percent of its lesson plans dealing with the areas of Criminal Law, Evidence, and Investigation

65 New York State Municipal Police Job Analysis Project, 1977, p.

<u>SUBJECT AREA</u>	<u>NATIONAL AVERAGE</u>	<u>NEW YORK STATE BASIC (RECRUIT) COURSE</u>	<u>VARIATION (+ or -)</u>
Patrol and Traffic Training	24%	15%	- 9%
Criminal Law, Evidence, and Investigation	31%	27%	- 4%
Physical Training	7%	0%	- 7%
Firearms Training	10%	8%	- 2%
Department Orientation Policy and Procedure	3%	3%	0
Community Relations and Human Behavior	7%	8%	+ 1%
First Aid	7%	4%	- 3%
Miscellaneous	11%	35%	+ 24%

and Patrol and Traffic Training. 66

The subject area entitled "Miscellaneous" received the third highest percentage of concentration. A majority of the responding agencies indicated that they considered their elective courses to fall under this heading. Also, it seems clear that many states included in this category training which is particularly germane to their own local needs and problems.

An average of 10 percent of the present curricula deals with the use of firearms. Several states noted that, as part of their in-service training programs, a yearly qualification test in firearms use was mandatory. Even though a police officer can conceivably spend his entire law enforcement career without ever drawing his weapon, the life or death situations arising out of these incidents, when they occur, justifies such an expenditures of time. Probably for this reason, this category is the third highest area of concentration and indicates the critical nature of proper performance in this area. 67

The three categories, physical training, community relations and human behavior, and first aid each received 7 percent of the training concentration. It was noted by several states that their physical training emphasized not only physical conditioning through exercise, but defense

66 Commission on Peace Officers Standards and Training, California, 1975

67 New York State Municipal Job Analysis Project, op.cit.

tactics (nightstick use, basic holds, etc.) and, in some advanced courses, karate and judo.

Colorado had the highest percentage of its basic curriculum devoted to Community Relations and Human Behavior (20%). However, the national average in this area was very consistent. Tennessee indicated that much of its community relations and human behavior training was integrated into most of the other subject areas. No evidence was found to suggest that the more heavily populated states provide greater emphasis in this area.

Vermont indicated that 15% of its recruit curriculum involved first aid training; Colorado indicated that it provided none. However, police officers in that state are required to obtain some first aid instruction outside of the academy, the amount depending on the policies of their respective department.

The Department Orientation, Policy and Procedure was allotted the least amount of time. An average of only 3 percent of the curricula throughout the nation deals with this topic. Nineteen of the responding states indicated that there was no statutory obligation whatsoever in this area. Several states that did have an obligation to provide orientation training indicated that training of this sort was usually given at agency level and was not included in

the courses presented at training academies. The state which mandates the greatest amount of this area is Virginia, which noted that 24 percent of the recruit curriculum (60 hours of a mandated 249-hour course) is so spent.

The findings of this study are in some ways at variance with the findings presented in this Project's literature review entitled, "Current Trends and Future Directions in Police Training: A Review" (submitted as Volume I of this study). One explanation for this appears to be that the programs in effect today probably reflect the past experience of law enforcement in the states rather than the needs of the present. The literature review pays considerable attention to the demands likely to be made on police agencies in the future. These demands are, if the available forecasts and projections can be relied upon, almost certain to increase and will require the patrol officer to exercise a greater degree of expertise in dealing with both a better educated and more affluent citizenry, and an increasingly alienated urban minority. For this reason it can be suggested, for example, that the proportion of time allotted to "Community Relations and Human Behavior" be much larger than the present 7 percent which is, on average, allotted in training agencies today.

On the other hand the comparatively high proportion of training time now spent on "Criminal Law, Evidence and In-

vestigation" (31 percent on average) indicates a great general concern with the encouragement of a professionalized law enforcement system. The fact that more time is spent in training on this category of instruction than on any of the other seven categories suggests the general existence of a strong commitment on the part of those involved in police training to produce officers with a high level of professional competence.

A MASTER PLAN FOR LAW ENFORCEMENT
TRAINING IN NEW YORK STATE, VOLUME TWO

APPENDIX # 2

A NATIONAL SURVEY OF STATE TRAINING
STRUCTURES AND PERSONNEL REQUIREMENTS

A twenty-one question survey instrument was prepared in September of 1977 for distribution at a meeting of the National Association of State Directors of Law Enforcement Trainers (NASDLET). Participants at the meeting from thirty-seven states responded. The following is a brief synopsis of the survey results:

Question # 1

Is there one agency in your state responsible for statewide coordination of training?

It was felt that it would be beneficial to determine if a correlation existed between the level of training in states having a central agency as opposed to those that did not. Only three of the respondents (Colorado, Connecticut, and Kansas) indicated that they did not have a centralized agency responsible for the statewide coordination of training and upon analysis of the survey data there seems to be no correlation between the level of training in those states

which do and those that do not.

Question # 2

Do You have a Law Enforcement Trainers Association on a state level?

This question was asked in order to ascertain whether or not such a group has an impact on the training decisions in their state. New York has such an organization, but it is a very informal group and has no authority other than to make recommendations to the Bureau for Municipal Police. Eighteen states indicated that they have Trainers Organization. And nine of that group indicated that their associations were involved in training decision making in a formal advisory capacity. Two states indicated a political or lobbying role. Seven states noted that they felt that their associations have direct but informal impact on training in their area.

Question # 3

Is training in your state carried out at a central academy, regional academies, a local police department facility, or a community college?

As expected, several states indicated that training was carried out at not one, but two or more of the above. Eleven states indicated that they had a central academy (and several of these indicated that this academy was located at a community or state college). The other 26 respondents indicated

a multi-faceted approach utilizing a combination of local and regional facilities.

It is one of the recommendations of this report that, where practicable, regional training academies be established at community colleges. Much of the current literature concerning law enforcement training supports a collaboration among practitioners and educators. The response to this question shows that several states are already involved in this type of program.

Question # 4

In general, are Directors of training academies in your state salaried by federal, state, or local funds, or not salaried?

With the exception of New York, all of the respondents indicated that the training directors in their state are salaried. This question was asked to hopefully substantiate the recommendation of this project that Directors in New York should be paid. Eleven states noted salaries were paid by the state, seven by local funding, and nineteen noted that a combination of the two was customary in their state.

Question # 5

For the most part, directors are law enforcement officials, other criminal justice practitioners, academics, or retired law enforcement personnel?

This question was asked in order to compare New York's present training directors' status to those of other states. Eighteen states indicated that their directors are exclusively current law enforcement officials, while four employ only retired law enforcement personnel. The remaining states indicated that they have a combination of the above personnel. Illinois was the only state that claimed it had "academics" as directors of its training academies.

Question # 6

Directors must have the following qualifications:
two years of college, a four year college degree, a
graduate degree, or no specific level of education.

One of the recommendations of this project is that training directors should have, at the least, a four year college degree. This recommendation had been based on an extensive review of literature concerning law enforcement training. However, the results of this survey indicate that many states do not presently have such qualifications. Eleven of the respondents have as a minimum requirement a four year college degree. Twenty-two states have no qualifications whatsoever. Two states require directors to possess a graduate degree. Texas responded that its directors do not necessarily need a college degree, but they are required to have at least five years training experience,

as well as an instructor's certificate.

Question # 7

Must instructors be certified to teach in your state?

Over 70 percent of the respondents indicated that the instructors in their state must be certified. New York presently has no such mandate, but as noted previously, it is moving in that direction.

Question # 8

Does instructor certification involve successful completion of a "methods of instruction" course?

Only three of the states (Michigan, Oklahoma, Wisconsin) do not offer Methods of Instruction courses. Louisiana noted that it presently does not have such a course, but is intending to implement one.

Question # 9

Do most of your training programs utilize the services of qualified guest lecturers and, if so, are they paid?

Presently in New York, a major portion of many training programs is provided by the Federal Bureau of Investigation and the State Police. This is provided at no charge to the implementing agency. In an effort to ascertain whether other states also had such a practice, the above question was asked.

Every respondent indicated that it used guest lecturers

CONTINUED

2 OF 3

in its training program. Over 80 percent, however, indicated that at least some of these instructors are paid. The F.B.I. and State Police of each of the responding states also seem to play a large part in their training programs, with twelve of the thirty-seven responding states indicating that of the non-paid guest lecturers, the two aforementioned agencies provide much of the instruction time. Seventeen states indicated that many of the volunteer instructors come from municipal and local agencies, and some of these lecturers are also paid for their services.

Question # 10

Are there formal and structured procedures for conducting supervised field training? If yes, when is this training provided?

Thirteen of the thirty-seven respondents indicated that they had such a program. Eight of these provide the training after the recruit course has been completed. One respondent indicated that this decision is left up to the individual department involved.

Presently in New York a forty-hour block of training is set aside for the recruit to return to his own department for field training. In many case, the recruit's agency uses him as they would a regular officer and puts him on patrol without close supervision.

Question # 11

What portion of the recruit training program is devoted to supervised field training?

Of the thirteen states that indicated that they had supervised field training, nine indicated that they have one week or less of the curriculum devoted to this area. Several states which answered "No" to Question 10, nonetheless answered Question 11. All of these respondents indicated that they offer one week or less of supervised field training. The staff assumes that the reason these respondents answered Question 14 but answered "No" to Question 10 is that their supervised field training programs are informal and not uniformly structured statewide.

Question # 12

Is there a course in your state to train officers to become field trainers or coaches? If yes, is supervised field training conducted by someone who has completed that course?

Only eight respondents indicated that they had a field trainers course presently in operation. Oregon noted that it is intending to implement such a course. All of the states that answered "Yes" to the first half of Question # 12 indicated that the supervised field training is conducted by coaches who are graduates of a special field

trainers course.

Question # 13

Is there a formal evaluation of recruits during the recruit course?

Seventy percent of the respondents indicated that a formal evaluation is an integral part of their program.

Question # 14

Is there training in the recruit program that is specifically designed for behavior modification specifically, the development of a semi-military attitude?

Twenty-one of the thirty-seven respondents answered that such training is presently in their curricula. Since many of the recruits joining today's law enforcement agencies have not had any previous exposure to the military, they apparently feel that such training is needed.

Question # 15

Is there training at the recruit level that is specifically designed to prepare the recruit for his new public status, his change in life style, the possible effects on marital relationships, etc.?

Almost 70 percent of the states responded that such training is provided in their recruit programs. The staff also feels this to be an important aspect of a recruit's training, and that the recruit curriculum should provide a

segment which will deal with these problems.

Question # 16

Is there time provided in the curriculum for directors to cover subjects of local importance?

Twenty-two of the respondents indicated that time was provided for such training. Variations in local conditions make it imperative to provide training directors with discretionary training time.

Question # 17

Do some departments in your state employ part-time police Officers? If yes, are they required to receive the same training as full-time officers? If no, is there a specified way to provide formal training for part-time officers?

Only Arkansas and Tennessee indicated that they do not employ part-time officers. Since so many states do employ part timers, answers to this question provided some insight into the training procedures for these officers. Twelve states indicated that these officers receive the same training as full-time personnel. Nine respondents indicated they did not mandate the same training for full and part timers, however, they stated that they had a formal training program for their part-time officers.

Several states indicated that they provided no formal

programs at the central academy, but that they relied on employing agency to provide the training.

Summary

Almost every responding state has an agency which is responsible for coordinating law enforcement training state-wide, and more than one-half the states have trainers associations which aid in this coordination. The majority of states offer training through a variety of local, regional and state-wide academies, although one-third of the respondents have only one central academy. The directors of these academies are generally salaried personnel who are either current or retired law enforcement personnel. Almost two-thirds of the states have no specific qualifications for this position. Most instructors are certified and guest lecturers are widely used. These lecturers are for the most part paid, with the exception of the many instructors provided by the Federal Bureau of Investigation and the State Police.

Only a third of the respondents have structured supervised field training programs, and most of these programs are a week or less in length. Few states have certified field training officer coaches. Seventy percent of the states formally evaluate their recruits. The same number (two thirds) of states offer semi-military type training

and training to facilitate changes in role status. The same number of states also offer training of specific local importance. Almost every state employes part-time police officers, yet less than one-half receive the same training as their full-time counterparts.

Name _____

State _____ Position _____

PLEASE CHECK THE APPROPRIATE BOXES, AND, WHERE APPLICABLE, SPECIFY ANSWERS. WHERE MORE THAN ONE RESPONSE TO A QUESTION IS POSSIBLE, FEEL FREE TO CHECK MORE THAN ONE BOX.

1. Is there one agency in your state responsible for statewide coordination of training?

YES NO

If NO, are several agencies active? YES NO

Which agencies? _____

2. Do you have a Law Enforcement Trainers Association on a state level?

YES NO

How would you describe their role with respect to statewide training programs?

direct input as an organization

in a formal advisory capacity

in a political or lobbying capacity

other _____

3. Training in your state is carried out at a:

central academy

regional training academies

local police department facility

community college

other _____

4. In general, are Directors of training academies in your state salaried by:

federal

state

local

not salaried (please explain) _____

How are other training academy staff salaried? _____

5. For the most part, directors are:

- law enforcement officials
 - other criminal justice practitioners
 - academics
 - retired law enforcement personnel
 - other
-

6. Directors must have the following qualifications:

- 2 years of college
- 4 year college degree
- graduate degree
- no specific level of education

7. Must instructors be certified to teach in your state? YES NO

8. Does this certification involve successful completion of a "methods of instruction" course?

YES NO

9. Do most of your training programs utilize the services of qualified guest lecturers?

YES NO

10. The guest lecturers are: PAID NOT PAID

If not paid, the staff is supplied by:

If paid, funds are provided by:

F.B.I.

federal

State Police

state

Volunteer Instructors

local

Other (please explain) _____

11. Is there a formal and structured statewide method for conducting supervised field training?

YES NO

12. If YES, this supervised field training takes place :

during the recruit training period

after recruit training is completed

(in recruit's own agency)

other

14. What portion of the recruit training program is devoted to supervised field training?

less than one week
one week
two weeks
more than two weeks

15. Is there a course in your state to train officers to become (officer coaches) field trainers?

YES NO

16. If YES, is supervised field training conducted by someone who has completed that course?

YES NO

17. Is there a formal evaluation of recruits during the recruit course?

YES NO

18. Is there training in the recruit program that is specifically designed for behavior modification, i.e., to develop professional discipline — inspection, drills, etc.?

YES NO

19. Is there training at the recruit level that is specifically designed to prepare the recruit for his new role, i.e., new public status, change in life style, effects on marital relationships, curtailed social activities?

YES NO

20. Is there time provided in the curriculum for directors to cover subjects of local importance?

YES NO

21. Do some departments in your state employ part-time (police reserves) police officers?

YES NO

If YES, are they required to receive the same training as full-time officers?

YES NO

If not, is there a specified way to provide for all training for part-time officers?

YES NO

22. List any other comments: _____

A MASTER PLAN FOR LAW ENFORCEMENT
TRAINING IN NEW YORK STATE, VOLUME TWO

APPENDIX # 3

CHIEFS & SHERIFFS QUESTIONNAIRE REGARDING TRAINING IN NEW YORK STATE

In September of 1976 a total of 630 Questionnaires were sent to chiefs of police and sheriffs throughout New York State. The list of police agencies was supplied by the New York State Bureau of Municipal Police. Of the original 630 questionnaires, a total of 205 were returned to the researchers. This represents a return rate of 32 percent.

The first question asked of the administrators was "What effect would a cutback in manpower have on your effectiveness?" Sixty nine percent felt that, in the event of a cutback, there would be a negative effect on the level of service they could provide. Ninety eight percent of all the respondents felt that an increase in the crime rate would have a significant effect on both the quantity and quality of services provided by their agencies. Ninety three percent felt that advances in crime control technology would have a positive effect on their departments. However, this group is divided in terms of the significance of that effect. Over forty percent felt that the improved technology would have a great impact.

A similar pattern existed when the respondents were asked if a changes in the law would have any impact on their performance. Forty-six percent of all respondents felt that this would produce a major effect on their agencies operations.

Forty-nine percent of all the respondents felt that union activity has had some effect on their departments already, and that the existence of a police union effected their performance significantly. Fifty-four percent of all the chiefs felt that an increase in population would have some effect on their performance. However, more than one third of the respondents felt that the impact on their agencies had already been felt.

In question number two the respondents were asked to indicate whether they felt that specific trends in law enforcement would endure or would not last. Additionally, the chiefs were asked when they had implemented a specific concept, whether special training was required in the implementation.

Team Policing

A total of sixty-nine respondents indicated that team policing was in use in their jurisdiction. Of those only eighteen indicated that they required special training. Apparently in departments that have team policing in effect

the majority implemented the procedure without special training. Those administrators that indicated that team policing was to be put into effect sometime in the future indicated that they felt their officers would require special training. Sixty respondents felt that concept would not last and that they were not going to implement it.

Crime Prevention

The next trend examined was crime prevention programs. This concept involves disseminating information and assistance to the community that will enable citizens to better protect their lives and property. The same questions were asked of the chiefs as were asked regarding team policing. One hundred and twenty-two of the respondents indicated that a program of this nature was currently in effect. In fifty-two percent of those departments where this policy was in effect, special training was required.

Sixty-seven of the respondents indicated that they intended to implement crime prevention programs. Of these, fifty-nine percent felt that special training would be required to insure its success. Only nine of the chiefs felt that the program would not last and implied that they would not implement the program.

Community Action Programs

Community Action Programs was the next trend that the respondents were asked to comment on. Ninety of the chiefs

indicated that such a program was in current operation. Sixty-one percent of those respondents indicated that special training was required prior to the implementation of this program.

Sixty percent of all the departments that either have the project in operation or intend to implement it in the future indicated that they felt their officers needed special training to enable them to function adequately in this new role. Thirty-seven of the administrators felt that the trend will not last and do not intend to implement this program.

Sharing Agency Control with the Community

Eighty-three of the chiefs felt that "Sharing Agency Control with the Community" was a trend that would not last and they would not implement this concept. Ninety-four of the chiefs either had the concept in operation or were intending to implement it. Of the fifty-one departments currently sharing control of their agency with the community about one third of them needed special training to enable them to do so.

Consolidation

Consolidation of law enforcement agencies on a county-wide basis was the next trend that the administrators were asked to comment on. Twenty-eight of the respondents answered that their jurisdictions currently has consolidated.

Of these it was evenly divided on the need for training. Forty-six chiefs felt that consolidation would eventually become a reality for them. Of these, sixty-nine percent felt that special training would be required prior to implementation. Fifty-five percent of the respondents felt that the trend would not last and they had no intentions of being involved in it.

Reduced Significance of the Investigative Function

Eighty-seven percent of the chiefs answered that they intended to reduce the emphasis and manpower expended in the investigative function. Those who indicated that they intended to reduce the emphasis in this area also indicated that they saw a need to increase training at the patrol level to insure adequate preliminary investigations. Only twenty-seven percent of those who intend to implement feel that no special training will be necessary.

Entry Level Educational Requirements

Respondents were asked to indicate the educational level they required for entry into their agency. One hundred and ninety-nine out of the total of two hundred and five answered that the only educational requirement for admittance to the police department was a high school diploma. This represents ninety seven percent of all the respondents. Only four of the departments required a college degree.

Length of Recruit Training Program

The next question was asked to determine if the chiefs felt that the 285 hours that is mandatory for all police personnel was adequately meeting their employees needs. One hundred and thirty-four or sixty-eight percent of the respondents felt that the current level of training was adequate. However, almost one third of the respondents felt that higher levels of training were essential.

Adequacy of Supervisory Training

"Is the supervisory course adequately meeting the needs of your lower level supervisors?" Seventy-nine percent of the respondents felt that they are in fact, adequately being met; however, twenty-one percent of the respondents disagreed and indicated areas for improvement.

If Mandatory Attendance Were Not Required

Would you send your officers to the Basic Course if it were not required by law? Ninety-one percent of the chiefs responded in the affirmative. Eleven of the chiefs were not sure whether or not they would if it was not mandated.

The same question was asked of administrators regarding the supervisory course. Eighty-nine percent of the respondents would also send their officers to this course if it was not required. Sixty-one percent of the administrators indicated that they sent their officers out of the county

for the courses and would continue to do so regardless of any legal requirements.

Agency Support of Local Training

Respondents were asked to indicate whether their counties contributed to the support of local law enforcement training. Fifty percent indicated that their counties provide no money for the support of the Basic Schools. Sixty-eight percent provide facilities for the Basic Course and sixty-five percent provide advisors.

Input of Local Chiefs and Sheriffs

"How much input do police chiefs and sheriffs have in determining the curriculum of the Basic Course?" This question is critical since these are the individuals who are directly affected by the quality of law enforcement training. Fifty percent of all the respondents felt that they had hardly any input in determining the curriculum of the Basic Course.

Additional Training Areas

The following recommendations to expand training were made by the chiefs and sheriffs who responded to the survey:

<u>% of Respondents</u>	<u>Subject Area</u>	<u>Median No. of hours recommended</u>
91	Family Crisis Intervention	8
87	Victimology	2
57	Internships; Courts Welfare agencies, etc.	8

<u>% of Respondents</u>	<u>Subject area</u>	<u>Median No. of hours recommended</u>
79	Physical Training	40
63	Self Defence	8
85	Moral Implications of Law Enforcement	2
75	Police Discretion	2
66	Community Profiling	4
78	Hostage Training	4
74	Team Policing	2
88	Cardiopulmonary Resuscitation	8

Supervisory Course

<u>% of Respondents</u>	<u>Subject Area</u>	<u>Median No. of hours recommended</u>
87	Police Productivity	4
85	Management by Objective	8
75	Team Policing Techniques	4
90	Leadership Styles	2
91	Personnel Evaluations	4
80	Goal Setting	2
69	Budgeting	4
84	Methods of Instruction	2
72	Media Training	2

Extension of Training Programs

One Hundred and seventy-seven of the administrators or eighty-seven percent answered that they would support the extension of the Basic Course past its currently mandated limits. Eighty-three percent of them would support the extension of the Supervisory Course.

The respondents were also asked their opinions on extending mandatory training beyond the Basic and Supervisory Courses. Three areas were selected for consideration: In-Service Training, Police Executive and Middle Level Management Training. The respondents were overwhelmingly in favor of mandatory in-service training. Only nineteen percent of them were against mandatory training in this area.

Seventy-four percent of the responding chiefs and sheriffs felt that they would like to see the establishment of mandatory training for police executives.

Middle Level Management Training was the least popular of the proposed mandatory new courses. However, over seventy percent of the administrators who expressed an opinion felt that they would like to see this type of course established on a mandatory basis. Twenty-six percent of the chiefs did not support the establishment of such a course.

Conclusions

Generally speaking the response to the questionnaire was disappointing (only 32 percent of the chiefs and sheriffs responded); however, those that did respond did so in a very thorough and thoughtful manner. It can be said of the respondents that they are exceptionally supportive of quality training; that they especially aware and concerned when training is below par; that they are concerned about trends in law enforcement that require new training initiatives that presently are not being met; and that they recognize the need for and the benefits connected with improved middle management and executive level training. Their suggestions and comments are reflected in the recommendations for expanded training in Chapter Four of this volume.

A MASTER PLAN FOR LAW ENFORCEMENT
TRAINING IN NEW YORK STATE, VOLUME TWO

APPENDIX # 4

ZONE COORDINATORS QUESTIONNAIRES

Introduction

A questionnaire was sent to law enforcement personnel in the state designated by the Bureau for Municipal Police as being either Coordinators or Sub-Coordinators of local training zone. This list, released in December of 1976, had one hundred seventeen names. A questionnaire was sent to each of them and forty-four of the one hundred seventeen responded (approximately thirty-five percent). Three of the questionnaires were returned by the Post Office as undeliverable.

Each of the thirteen zones has two training coordinators. In most cases these coordinators are a sheriff and a chief of police, and they are responsible for determining the dates and locations, certification, and implementation of training schools in their zone.

Annual training zone meetings are scheduled so discussion may take place concerning training and educational matters involving police personnel. Representation at these meetings

consists of the zone coordinators, representatives of cooperating agencies involved in that zone's training (F.B.I., State Police, etc.), and representatives of the Bureau for Municipal Police. Training problems are often discussed, as well as innovative developments in police training.

The questionnaire was developed in order to ascertain whether those designated as coordinators were actually making an input into the scheduled training, and whether they were happy with training conditions in their zones.

It should be noted that the total response (approximately thirty-five percent) to the questionnaire was disappointingly low, especially when one considers that the group it was mailed to supposedly has more interest in police training than other law enforcement personnel in the state. This fact coupled with the responses received in answer to the first question of the survey, leaves those involved in this project with the impression that there is a problem regarding either interest in or trust of the present training system.

Each of the following sections deals with one of the questions on the questionnaire.

- a) "Do you actually have input regarding the type and quality of training offered in your zone?"

Thirty-one of the respondents answered this question

affirmatively. However, more than a quarter of the respondents indicated that they had none.

- b) "If your answer to the above question is YES, please indicate what your specific input has been."

Of those answering YES to question number one the response to this question was similar. Twenty-one of the respondents said they had direct input in regards to Curriculum Development (primarily in the "Electives" area), and ten of the coordinators noted that they were involved in selection of instructors. A majority of the respondents said they made their input at the zone meetings, and at other periodic meetings in their area. One interesting comment was as follows "My input is generally not used." The powers that be usually give one the impression that members or heads of small departments are incapable of intelligent ideas." These sentiments were paraphrased by two other individuals, yet all three respondents answered "YES" to Question #1. One other respondent answered that his input was "very minimal." Seven respondents noted that they were directly involved with the implementation of their zone's training academy.

- c) "How often during the past year have you met with any of the coordinators/sub-coordinators in your zone?" Respondents were given four choices i.e., not at all, once,

between one and five times, and more than five times. This question was worded so as to assist in ascertaining whether there is either real interaction between those designated as coordinators/sub-coordinators, or if the yearly zone meeting scheduled by the Bureau for Municipal Police accounts for this input and interaction.

Nineteen respondents stated that they have met only once during the past year with their fellow coordinators/sub-coordinators, and eight responded that they had not met with them at all during the past year. Twelve of the thirteen respondents who feel they've had no input into training checked off one of these two categories. This raises the question whether their lack of involvement (both input and interaction) is their own doing or a lack of opportunity in their zones.

Thirteen respondents noted that they met between one and five times in their zone, and only four noted that they have had significant interaction with the other zone coordinators/sub-coordinators (i.e., more than five times). Three of these four, however, also noted that in some way they were directly responsible for implementation of their zone's academy. Interestingly, the fourth respondent in that group noted that even though he has met with the coordinators/sub-coordinators more than five time this past year, he also stated that he feels he has no input in regards to training.

d) "Do you feel that police officers in your zone are adequately trained?"

Eighty percent of the respondents feel that officers in their zone are adequately trained, while only twenty percent felt that they were not. Even though the majority of the respondents answered affirmatively, many noted that they felt the other levels of training (supervisory, middle management, etc.) were lacking in their zones. Many of the other comments dealt with the addition or deletion of specific courses. Several respondents noted that they felt the police officers in their zones were trained adequately because the Basic Courses offered exceeds the requirements mandated by the Municipal Police Training Council.

The comments of those respondents who felt that their police officers were not adequately trained varied. The problem of developing a successful supervised field training program was noted several times. Obviously the respondents are not happy with the methods of in-service training in their departments. Some of the respondents felt that the training is geared to large departments, while their own small departments suffer as a result.

e) "Relative to the above question, do you have any suggestions to improve the quality of training in your zone?"

While several respondents answered this question similarly to their comments on Question #4, eleven of the coordinators/sub-coordinators did not answer this question. The comments that were provided, however, varied greatly.

The two topics mentioned most (each seven times) were the cost factors connected with training, and the need for a mandated in-service training program. The various problems of the costs involved in implementing an academy (e.g., funding for actual course, salary reimbursement, funds for a full time staff, etc.) all seemed to be a major concern of the coordinators/sub-coordinators. Reasons given for wanting wider ranging in-service training courses were changes in laws, the increasing complexity of the police officer's job, and a need for a constant improvement in the level of professionalization.

Three respondents felt that all training in New York should be held at the State Police Academy, if the time and funding constraints could be overcome. Many of the respondents noted that they would like to see certain courses extended in the present mandated curriculum. Of these courses, traffic safety and management was cited most frequently. Three respondents felt that until all instructors complete the current instructor development course (Madden & Madden), the condition of training will not improve

significantly.

One respondent felt that all recruits should complete the mandated program prior to assuming patrol responsibilities, while another felt that the entire training system in New York State should be evaluated. The problem of having more schools for part-time officers was raised, as well as the lack of video capabilities. One coordinator was disappointed with the supervised field training practices in his zone, while another stated that more input into the curriculum from experienced police administrators would be beneficial. This respondent noted that training programs in his zone are sometimes arranged by persons with no police experience. One other comment suggested the implementation of a penalty assessment program in order to realize more substantial funding for training programs would be of great use.

f) "Do you feel that the training location in your zone is adequate (plant, facilities available, lighting, heating, etc.)?"

Only three of the respondents were not satisfied with their present training location. Many noted that their programs are being run in local community colleges, many of which are new facilities. Two of the three respondents who did not feel the facility was adequate are coordinators/sub-coordinators of Zone 3; however, since this questionnaire

was returned, the training location in Zone 3 has been moved from an old armory to a new college facility.

g) "To what areas of training do you assign the highest and lowest priorities?"

The question was worded as follows: "The following courses are presently offered by the Bureau for Municipal Police as part of the state-wide training program for police. Please indicate to the right of each course the order of priority you would assign to each (using (1) for the highest priority and (5) for the lowest priority)." The choices in the order they were given, were as follows:

- 1) Supervisory (mandated seventy-hour course)
- 2) Instructor Development (Madden & Madden)
- 3) Basic (recruit course - 285 hours)
- 4) Highway Safety (breathalyzer, accident investigation, etc.)
- 5) In-Service training (fingerprint i.d., family crisis intervention, etc.)
- 6) Other

Another choice "Other" was available, along with room for comment.

Forty-one of the respondents chose the Basic Recruit Course as the highest priority.

This response clearly indicates that those involved in training in New York feel that the Basic Course is the

most important training component.

There was great variation in response to what the coordinators/sub-coordinators felt was the second priority. Nineteen placed the Supervisory Course second. In-Service Training was next, twelve of the respondents giving it their second priority. Eight respondents noted that Highway Safety was their second priority, and four did likewise with regards to Instructor Development.

In-Service training is clearly the third highest priority, with eighteen respondents indicating it as such.

The selection for the fourth highest priority was a mix of all the other categories. The lowest priority on the list was clearly the Instructor Development Course, with twenty-two of the Coordinators/Subcoordinators listing it as such.

SUMMARY

There seems to be a general lack of interest on the part of training coordinators regarding training conditions in New York State. This conclusion is drawn from the fact that approximately sixty-five percent of the questionnaires that were sent by the staff were not returned. This questionnaire did substantiate the fact that among those responding the Basic Course for recruits was felt to be most important. The emphasis the Coordinators/ Subcoordinators placed on in-service training is noteworthy and backs up several of the recommendations made in this report.

A MASTER PLAN FOR LAW ENFORCEMENT
TRAINING IN NEW YORK STATE, VOLUME TWO

APPENDIX # 5

SUPERVISOR'S QUESTIONNAIRE

A total of 400 questionnaires were mailed to supervisory personnel throughout New York State who had recently completed the mandated supervisory course sponsored by the Bureau for Municipal Police. One hundred nineteen or thirty percent of these questionnaires were returned.

The supervisory personnel were first asked to rate the training coordinator. Eighty-one percent of all the respondents felt that the coordinator was interested and enthusiastic. Seventeen percent felt that the coordinator was adequate and less than one percent felt that the coordinator was poor.

Question Number 2 dealt with the training facility in terms of light, heat, space, etc. Seventy percent answered that the training facility was good, twenty-four percent of the respondents felt that the facility was only satisfactory, and five percent of the respondents felt that the facility was poor.

The respondents were then asked to evaluate the academic quality of the training they received. Only one respondent felt that the training was too difficult. Eighty-six percent felt that the training was of the right difficulty. Twelve percent of the respondents felt that the training was too easy.

The next question that was asked dealt with the caliber of the teachers at the training school. First, the respondents were asked how often the instructors failed appear. Fifty percent of the respondents answered that the instructor never failed to appear. The other fifty percent answered that this seldom was the case.

The respondents were then asked "When the instructor did appear, was he prepared to teach the topic that was scheduled for that session?" In the opinion of some students, the instructors did not have an adequate knowledge of their subject areas. However, generally speaking the respondents indicated that the instructors never appeared in class without proper preparation.

Video equipment and its use was the next subject of inquiry. Sixty-two percent responded that video equipment was used often during the training course, and that it contributed substantially in making the training session more interesting and meaningful.

Eighty-nine percent of the respondents indicated that as a result of their training they understood their role as supervisors in law enforcement better. Only ten percent of the respondents felt that they did not learn anything in the course that would help them understand their role better.

In response to the question "What effect did the training you received have on the way you functioned upon returning to your agency?", only eight of the respondents felt that they would be functioning much less effectively if they had not received the training in the course. Sixty-four percent of the respondents felt that they would be functioning somewhat less effectively. Twenty-seven percent of the respondents felt that they would be functioning at the same level of effectiveness.

CONCLUSIONS

It appears that supervisory training statewide is being presented in a much more professional manner than is training at the recruit level. This may be due to the relative brevity of the supervisory course (seventy hours) as compared with the Basic Course (two hundred eighty-five hours). The shorter duration makes planning and coordination less difficult.

Another factor may be that instructors in the supervisory course are paid for their classroom contact hours and that

for the most part they are comprised of academics from local colleges and universities or management level law enforcement personnel. Despite the positive critique received from the supervisory personnel in the state, the Bureau for Municipal Police should analyze this training program carefully. Twenty-seven percent of the personnel completing the course indicated they would be functioning at about the same level of effectiveness if they had not taken it. Since the staff of the training grant did not make a special study of the supervisory task analysis prepared by the New York State Department of Civil Service, it might be a worthwhile endeavour for the Bureau of Municipal Police to do so. The focus of the study should be on the relevancy of the course content of the present curriculum to the actual work environment of the supervisors.

. A MASTER PLAN FOR LAW ENFORCEMENT
TRAINING IN NEW YORK STATE, VOLUME TWO

APPENDIX # 6

RECRUIT QUESTIONNAIRE

Out of the 1300 questionnaires sent to law enforcement personnel who had recently completed the Basic Course, a total of 436 were returned. This represents a return rate of thirty-three percent.

Question 1 asked for the recruit to rate the training coordinator. Fifty percent of the respondents felt that the coordinator was interesting. Forty percent felt that his performance was adequate. Only nine percent of the respondents felt that the coordinator was poor.

The next question dealt with the physical environment in which the course was presented. Thirty-nine percent of the respondents felt that the physical surroundings were good. Forty-five percent of the respondents felt that the physical area where the course was offered was satisfactory. Sixteen percent of the respondents felt that the physical location of the course was Poor.

Only two percent of the respondents felt that the

academic aspects of the basic course were too difficult. Seventy-seven percent of the respondents felt that the academic standards for the course were about the correct level difficulty and twenty percent of the respondents felt that the course work was too easy as it was presented.

Only five percent of the respondents felt that there was too much discipline during the basic course. Eighty-nine percent of the respondents felt that the discipline as they experienced it was about right.

When asked how often the instructor did not appear for a scheduled course, twenty-seven percent or one quarter of the respondents said often. Sixty-one percent said seldom and twelve percent said never.

Thirty-one percent of the respondents said that when the instructor did appear he was unprepared to teach the scheduled topic. Forty percent of the respondents said that seldom was the instructor not prepared to teach the scheduled topic. Twenty-nine percent answered that never did the instructor appear to be unprepared to teach the topic. The results of the last two questions are significant and point to the fact that in over twenty-five percent of the cases the instructor did not appear and that when he did appear thirty-one percent of the respondents felt that he was unprepared to teach the scheduled topic.

Approximately two thirds of the respondents said that video equipment was often used to present a subject. Eighty-four percent of the respondents felt that professionally made video presentations would have made the lesson better.

Thirty-five percent of the respondents said that they did not receive field training during the basic course.

Thirty percent of the respondents felt that they did not understand their role as law enforcement officers as a result of the training they received in the basic course.

Roughly one third of the respondents felt frustrated with their role as they perceived it.

Thirty-eight percent of the respondents felt that if they had not attended the Basic Course they would be functioning at about the same level.

In the Basic Course there are seven distinct topics or areas which are covered. The seven areas are Administrative Procedures (eight hours), The Administration of Justice (twelve hours), Basic Law (forty-four hours), Police Procedures (seventy-eight hours), Police Proficiency Areas (fifty-four hours), Community Relations (twenty-three hours), and Miscellaneous (sixty-six hours). The classification of Miscellaneous, Supervised Field Training and Electives total sixty-six hours of instruction.

The police personnel who completed the basic course were asked whether in their opinion the time allotted to the topics in the course was either too long, too short, sufficient, or should be eliminated.

The first subject topic area was Administrative Procedures. Under this subject are such duties as exams, graduation, registration, etc. None of these categories was felt by the respondents to be in any great need of revision. Over seventy-seven percent of the respondents felt that the time allotted to these areas was sufficient.

Administration of Justice was the second topic area to be examined. Under this topic are such subjects as Crime in United States, Police Organization, Social Service Agencies, etc. As with Area I, there was no need felt by the respondents to drastically alter the time allocated for the subjects taught in this area.

Basic Law was the third subject area. The topic taught in this section include Constitutional Law, Laws of Arrest, etc. In this section the respondents felt that there was a need for more time. All of the subjects in this topic area were felt to be covered too briefly.

Thirty-three percent of the respondents felt that Court Structure as it is presently taught is too short. Fifty-two percent of the respondents felt that time allocated to

Search and Seizure was too short. The remaining courses under the topic of Basic Law were all felt to be too brief to cover the material specified.

The fourth section of the Basic Course is Police Procedures. A total of eighteen hours are allotted to this subject area. Thirty-seven percent of the respondents felt that the Patrol Function topic is not allocated a sufficient number of hours. With respect to Patrol Observation, thirty-nine percent of the respondents felt there was insufficient time allocated; thirty-six percent of the respondents felt that Crimes in Progress was too short. Thirty-five percent felt that Impaired Driving was not allocated sufficient time. Criminal Investigation, Burglary, Robbery and Gambling are the only topics that the respondents felt were adequately covered.

Police Proficiency was the next section that was examined. Under this topic are such subjects such as Firearms Training, Arrest Techniques and Bombs and Bomb Threats, etc. Training segments covering Firearms Training, Arrest Techniques, Emergency Aid to Persons and Courtroom Testimony and Demeanor were all felt to be too short by the respondents.

Community Relations was the last topic that was examined. None of the courses taught under this topic were felt to be too short. At least sixty-one percent of the respondents felt

that sufficient number of hours were allocated to adequately teach this subject.

A MASTER PLAN FOR LAW ENFORCEMENT
TRAINING IN NEW YORK STATE, VOLUME TWO

APPENDIX # 7

BUREAU FOR MUNICIPAL POLICE GUIDELINES
FOR SUPERVISED FIELD TRAINING

INTRODUCTION

Supervised field training, when properly implemented, offers a twofold advantage. The new officer is afforded the opportunity to apply in actual work the theory taught in the classroom. Also, of much more importance in the final analysis, the department administrator is able to make a final check on his system of selection and training.

These men are still in a probationary status, and too many administrators fail to recognize probation as an important step in the process of selection and training. Combining field training with classroom instruction will provide a good test of the recruit's aptitude for police work. He should work with an older, experienced officer, preferably of supervisory rank, who will be required to evaluate the recruit's work on a day-to-day basis. Situations should be devised, if they do not arise in the daily work, that will test personal characteristics only partially measured in the formal selection process. Proficiency on the job is

the only way the recruit can demonstrate how much moral and physical courage he possesses, how well he can apply his knowledge and abilities to real problems, his emotional stability, and how his personality holds up under the stress of police work.

Full advantage should be taken of the opportunity afforded by the probationary period to eliminate those who demonstrate unfitness. Failure to remove the incompetent and otherwise unsuited probationer is a mark of weak leadership. A recruit with poor qualities will not normally improve with service. Experience has shown that such officers tend to deteriorate under the pressures of police work, and become a burden to the department and a strain upon our image. It is from the recruits of today that our supervisors and administrators of the future will be selected. It is the responsibility of all involved in the training process to insure that we retain only the best.

THE OFFICER-COACH

The success of any undertaking is dependent in a large measure upon the quality of the personnel assigned to carry out that plan. This is especially true of field training of the type proposed here.

To the officer-coach is entrusted not only the task of guiding the recruit's application of the training provided

in the classroom, but also the greater responsibility of instilling and developing in the recruit the proper attitude toward his work and the public he serves.

Clearly, seniority in service should not be the only criterion for selection of the officer-coach. He must not only have the ability to use the approved police techniques, but he must have shown by his work that he does use them. He must have a keen awareness of the department's objectives and understand and practice department policy. He must also have the ability to pass along his knowledge to others.

It is extremely important that proper indoctrination be given those selected as officer-coaches. They should be given to understand that the assignment is a recognition of their abilities, not a punishment detail. They should understand that they are going to be deeply involved in the shaping of the future of the department; that their sincere and honest recommendations and evaluations are an integral part of the final step in the selection, training and retention or dismissal of the new officers.

This is an excellent opportunity for an officer-coach to "sharpen" his own knowledge, skill, and ability. He will receive excellent training in the arts of supervision, leadership and personnel management.

FIELD TRAINING RECORD

1. Purpose

- a. Designed for use as a guide by both the recruit officer and the officer-coach, this manual contains a representative listing of the incidents which a patrolman may expect to encounter over a period of time, and those "daily routine" types of procedures with which all policemen need to be familiar.
- b. The listing is not all-inclusive, and it is recommended that the officer-coach include any other police situations he feels are necessary for the more complete instruction of a new officer, or any procedures applicable to local conditions and requirements.
- c. A representative number of typical police procedures should be covered in this phase of training, although it is not necessary to complete or check every item listed.

2. Use

- a. The procedures and techniques listed in this pamphlet are those most likely to be encountered or used by a police officer. The Officer-Coach shall explain the problems involved and the policies of the department concerning each item listed. He shall explain and/or

demonstrate to the new officer how to perform the job and then, where practicable, have the officer perform it under supervision.

- b. To the right of each page are three columns, E/D, P, and DATE. The Coach shall initial the E/D column as an item is explained or demonstrated, the P column if the new officer performs the task, and insert the date in the third column.
- c. The performance phase should be completed by the trainee under close supervision by the officer-coach.
 - 1) The officer-coach should not hesitate to take over the handling of an incident when it is apparent that errors are being made by the trainee that may have an adverse effect upon public relations, or may hinder successful prosecution of the case.
 - 2) If the officer-coach finds it necessary to supersede the trainee in the handling of an incident, care should be taken to see that the trainee is not unnecessarily embarrassed or humiliated in front of the public or his fellow officers. This calls for diplomacy and tact on the part of the officer-coach.
 - 3) A detailed explanation of the trainee's errors,

demonstrate to the new officer how to perform the job and then, where practicable, have the officer perform it under supervision.

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3) A detailed explanation of the trainee's errors,

or misjudgment, should later be given to him by the officer-coach in private.

- d. In the event that any of the listed situations are not encountered during the training period, it is recommended that simulated cases, if practicable, based upon completed cases from department records, be devised to test the trainee. A simulated situation will be indicated by the letters "SIM" placed in the column headed "P".

3. Distribution and Custody

- a. Normally, each trainee will receive this pamphlet as part of his wallet of supplementary materials, distributed on the opening day of the school.
- b. He will deliver the field training record to the head of his agency who will make the arrangements for assigning an officer-coach to the trainee.
- c. Upon completion of the Supervised Field Training, the Field Training Record will be retained in the department as part of the trainee's personnel file.
Do not send this completed record to the Municipal Police Training Council.
- d. The Field Training Record, active or completed, shall be made available for inspection and evaluation upon request by the Executive Director, or a

- e. In those cases where an officer engages in active law enforcement work before being sent to a school, the agency head may use this pre-school period for the Supervised Field Training. A copy of the Field Training Record will be supplied by the Executive Director upon a written request from the agency head.

4. Final Certification

- a. When the trainee has satisfactorily completed the mandated minimum hours of Supervised Field Training, the head of the agency shall complete MPTC form PT-1, Certification of Field Training Requirement, and forward it to the Executive Director. Upon receipt of the PT-1, the Executive Director shall issue a Certificate of Satisfactory Completion for the Basic Training Course.
- b. If the Supervised Field Training is incorporated into the schedule of classroom training time will be allowed for the trainee to return to his department for this phase. The head of the department will certify satisfactory completion of the SFT to the School Director who will, in turn, record this on the Permanent Record card of each trainee. Certificates will then be issued at the end of the school session.

A MASTER PLAN FOR LAW ENFORCEMENT
TRAINING IN NEW YORK STATE, VOLUME TWO

APPENDIX # 8

INSTRUCTIONAL TELEVISION FOR
POLICE ENTRY-LEVEL TRAINING

report prepared by
Lt. John Fakler
Suffolk County Police Department

INSTRUCTIONAL TELEVISION

FOR

POLICE ENTRY-LEVEL TRAINING

CONTENTS

Introduction

Entry Level Training by Television

Specific Television Applications for
Recruit Curriculums

Advantages of Instructional Television

Video Format and Compatability

Program Production and Distribution

Feasibility Demonstration

INSTRUCTIONAL TELEVISION FOR POLICE ENTRY-LEVEL TRAINING

John Fakler

INTRODUCTION

Instructional Television has been used effectively by business and industry for many years.¹ In their search for quality and cost effective training, many of the larger organizations experimented with and refined the process of training their personnel with television. Their efforts were fruitful and have been imitated by the smallest of organizations. The rapid advance of video technology for industrial producers is partially responsible for I.T.V.'s wide acceptance. Equipment is now easy to use, dependable in performance, and in many ways less expensive to operate than other audio-visual media.

But if one major reason for I.T.V.'s acceptance must be isolated, it should be the impact it has on a student.

The students of today, both young and old, have been weened on commercial television and literally receive the bulk of their news and other contemporary data via T.V.² The only ingredients missing for instructional purposes are devices to allow them to interact with programming and testing to measure the transference of learning. So instructional T.V. programs have been developed by many agencies to address these needs and the results have been exciting.

Many examples exist that clearly demonstrate that television programs do instruct effectively,³ but only when adequate, skillful preparation is employed during the development and production of I.T.V. programs.

There are several police television production units in New York State and a few of the larger installations, that have a sufficient number of skilled personnel assigned, are already producing I.T.V. programs. In almost every case, the thrust of their efforts is toward in-service or refresher training. By using the videocassette format, they are able to disseminate programming quickly and accurately to remote decentralized locations. Therein lies the initial justification for police video training, the logistics of time and distance.

ENTRY-LEVEL TRAINING BY TELEVISION

At the outset, it must be stated that there are limitations to I.T.V. applications in recruit training.

Television cannot deal too well with students' attitudes or developing manual skills, but it can accomplish much in the cognitive area, the transference of knowledge.

Many topics in a recruit curriculum can be taught more effectively through instructional T.V. because the cognitive stage in learning is an essential beginning. In many cases, especially in teaching statute law, the absorption of knowledge is the only requirement. And in many more cases, some degree of basic knowledge must be acquired before a student can progress to phases that deal with attitudes or skill development. Those

latter stages are usually dealt with during interacting sessions such as role play, game playing, discussions, manipulating equipment, or demonstrating skill dexterity, such as with first aid or firearms, etc.

But to deal with knowledge transference, it would be reasonable to modularize knowledge subjects into "electronic workbooks" for student consumption. Videocassettes take on the appearance of books, but come alive when they are played.

Students no longer have to mentally visualize, as we all do, the words that flow across a page. Each student's perception of a statement or interpretation of a word, is usually a little different from another student, but with the "electronic workbook" the messages are visualized and enhanced with audio. In most cases, that means the real sounds and sights of the student's eventual working environment (presuming that quality programming is developed that is void of "talking faces" and "people interviews").

Each electronic workbook should contain interactive devices that challenge the student somewhat like programmed instruction.

The dual audio channels in videocassette units will permit students to respond to challenges in a program by selecting an audio channel that can be designated yes or no, or true or false. After a response is selected manually, the student is either rewarded verbally and his correct answer elaborated on, or he is corrected politely by hearing the same correct answer.

Freeze frame controls are also useful to permit students to manipulate the program, especially for developing observation skills. Freeze frame also permits instructors to suspend programs at crucial points for discussion purposes.

In addition, programs can be designed to require students to take brief examinations at certain intervals in programs. This technique not only gives the student a chance to assess his understanding of the segment he has viewed, but it keeps him active which, ironically, is sometimes not even accomplished in a lecture setting.

A notable asset of the I.T.V. approach is that it can save significant amounts of time. In the conventional classroom setting, an instructor must frequently respond to individual inquiries that can derail him from his lesson plan or even bore other students who do not require clarifications. For that matter, many instructors often take the time to re-explain a point they are trying to make. "In other words" or "let me put it another way", are the preface statements that introduce these delaying redundancies. Typically, it will be the dedicated instructor who overuses this technique because he wants to be sure each student absorbs his message.

An audio-visual message that has been pre-evaluated for accuracy and instructional value precludes the need for varied explanations. A certain amount of repetition however, is a foolproof training technique that should be incorporated in every I.T.V. program. That is, repetition of key points, not varied examples.

In most instances, the student will be slightly ahead of the I.T.V. message. Most people absorb facts quickly and have little difficulty staying with a message if it is concise, quick, and well illustrated. For that reason, many facts can be covered quickly.

Again, it should be emphasized that basic knowledge transference is the target for I.T.V. programs. I.T.V. programs should not be construed as an assault on instructors or classroom training, only as a useful training tool to improve the cognitive stages of learning.

As I.T.V. programs improve in content and actually contribute to raising levels of knowledge; in many instances from unacceptable to satisfactory levels, it becomes apparent that they offer great promise for entry-level curriculums.

This promise is not new, it has just laid dormant and unattended by law enforcement trainers for many years. As early as 1969, the Commission on Instructional Technology stated in their report "To Improve Learning",⁴ that:

"Instructional television increases productivity, enhances individuality of learning, provides immediacy to learning, increases instructional impact, and provides content and quality control."

These facts have been verified by business, industry, and also in limited fashion in some law enforcement agencies, thanks primarily to the funding provided by the Law Enforcement Assistance Act and administrators and police trainers who have the vision, determination, and skill to explore new training ideas.

SPECIFIC TELEVISION APPLICATIONS FOR RECRUIT CURRICULUMS

Television can serve as an instructional tool in many ways. Some of the following applications have been used with success:

1. Instructional T.V. Programs (Electronic Books)

Complete instructional programs can be produced to teach relevant statute laws.

2. Preliminary Instruction Programs

The tell-em and show-em stages of instruction should be accomplished with video training. Subjects such as first aid, self defense, firearms, physical training, and patrol procedures are typical of topics that should be taught preliminarily via television. Instructors could then concentrate on student individual needs. There would also be a measure of uniformity that would help with accountability and uniform criterion testing.

3. Television Role-Play

Pre-packages T.V. role play scenes could be the basis for attitudinal discussions. All students would "see" the same scenes and not be misled by their own perception of a scene that would otherwise be described by an instructor. Some topics that would be appropriate for this technique are: Crisis Intervention, Patrol Procedures, Interviewing Techniques, Search and Seizure, etc.

4. Wider Use of Special Lectures

High powered lecturers could receive statewide exposure instead of being limited to isolated geographic locations. Celebrated authorities and dynamic personalities could have a strong instructional impact in some areas of instruction particularly when the instruction infringes on attitude development.

Discriminating use of recorded lectures is essential and should be limited to proven communicators only!

5. Bringing Remote Locations to the Classroom

Special installations or places that are not easily accessible may be recorded for playback in class. This is particularly true of other agency orientations. It is easier to comprehend the functions of related agencies when you see them first hand. Ideally, all officers should visit and work with other agencies such as Corrections, Social Services, offices for the aged, etc. But it is rare that such apprenticeships can be arranged. The video visit would serve as the next best effort, certainly better than a guest speaker. Guests, however, would be useful for after program questions.

6. Observation Skills

Special programs for the development of observation skills should be packages in videocassettes. Visualization is the key and video is the least expensive, most realistic action media for this goal.

7. Orientation Programs

The traditional orientation subjects such as "Introduction to Patrol" or "History of Law Enforcement" would be much more effective if visualized rather than just elaborated on. State mandated requirements and standards can also be transmitted uniformly throughout the state without chance of message dilution and with the added impact of an audio-visual message.

8. Testing

Accurate gauges of student comprehension can be achieved through visual testing. It would be the next best thing to performance testing. In real life, the new police officer makes judgments based on many audio or visual cues. Why not test him in the same manner? Successful examples exist that may be emulated.

ADVANTAGES OF INSTRUCTIONAL TELEVISION

1. Content Control

Both quality and accuracy are guaranteed. Once the training message has been developed, recorded, critiqued, corrected, tested, and evaluated, you can be sure of its impact. Not so with the variety of messages instructors may give. Even the same instructor unconsciously alters his message through change in word usage or inflection.

2. Uniformity

This natural advantage would give the Bureau for Municipal Police the opportunity to promote equal standards throughout New York State. Equally important would be the State's

opportunity to exercise uniform testing statewide which would probably help with the accountability that B.M.P. expects to exercise in the future.

3. Brevity

It is a fact that instructional video programs can transfer learning in less than half the time normally allocated to classroom lecturing. Some studies have indicated that equal objectives can be accomplished in as little as 1/6th the time.

4. Students Receptive to Television

The entry-level recruit generation has been weened on T.V. It is a natural part of their lives and would be easily accepted. It would not be unnatural for them to expect T.V. to be used in training.

5. Improved Retention

The action and real life illustrations in video programs supply many more visual and audio cues for students to retain. The use of graphics, slow motion, and freeze frame techniques can help to accent these cues which add considerably in helping the student remember.

6. Repetition

After a program is completed, it can be used repeatedly. Student access on their own time will make learning more interesting, certainly more effective than reviewing law books. Also, slower students who will not, or for some reason cannot, confront an instructor for additional data, will be able to review lessons at their own pace.

This asset is a forerunner of individualized instruction which should be the ultimate goal of training in the future. Repetition is the one tried and true technique for use in all training applications. Selective use of this technique should be applied in all I.T.V. programs.

7. Instant Access to Training Programs

Video libraries of electronic books can be maintained at every recruit training site for immediate access to training information. The libraries can be used to verify program content, for re-training, individualized training, and even self enrichment.

VIDEO FORMAT AND COMPATIBILITY

A standard format should be selected to insure that all training locations can interchange videotapes. The bulk of police and industrial T.V. producers in New York State are committed to using 3/4" videocassettes. There is little fear of that format's eventual obsolescence because of the high quality, simplicity of use, and the large investment already made in u-matic equipment. Other formats may emerge in the future, such as smaller cassettes or discs, but they will only be worth considering from a cost effective point of view.

PROGRAM PRODUCTION AND DISTRIBUTION

There are two avenues of approach. One is through contracting with commercial vendors. The other less typical approach would be to contract with police agencies that are presently engaged in the

production of instructional television programming for their own agencies.

There are several advantages to using existing police T.V. production units. One is that more than a million dollars of LEAA funds have been invested in the development of television for police training. The expertise and facilities that have materialized should be tapped.

It would be a logical next step to build on investments already made; especially since the cost of utilizing police T.V. producers would be considerably less.

It is estimated that police producers could complete programs at about one-fourth the cost of commercial program producers.

In either case, a strong set of quality and competency guidelines must be prepared for the selection of a program producer, whether it be commercial or police. Those guidelines should include prerequisites like:

1. Staff experience
2. Demonstrated production ability
3. Equipment availability
4. Ability to meet reasonable time frames
5. Color capability
6. Ability to complete all programming phases such as:
 - A. Research and development
 - B. Scripting
 - C. Casting
 - D. Recording

- E. Editing
- F. Test Development
- G. Program Validation

FEASIBILITY DEMONSTRATION

The arguments that have been presented for I.T.V. are based on the accomplishments of industrial producers, limited police training experience, and much theory. That may not be enough to convince the conventional police trainer or administrator, so a feasibility demonstration should be conducted to eliminate skepticism.

The demonstration could be accomplished by one of two methods.

The least expensive would be to utilize programming that is already in existence at a police training agency such as the Suffolk County Police Academy. The Suffolk Academy is presently producing I.T.V. programs that are relevant for law enforcement training throughout New York State.

A few select topics could be administered to control groups in various areas of the State to demonstrate the transference of learning that I.T.V. can accomplish.

If necessary, brief programs could be produced to demonstrate how the entire production process would work; from program identification, researching, and scripting, to production, evaluation, and validation. This option would be more costly to pursue and would probably prove little more than the first option. The full production option would only be necessary if a specific pilo-

program is required that did not already exist.

The results of this feasibility effort would clearly demonstrate to police trainers and administrators throughout New York State what the worth of I.T.V. would be to recruit curriculums. There are many who presently subscribe to the instructional television concept and are either using it or patiently waiting for programming. This study should provide the ammunition for I.T.V.'s growth or demise in the near future.

FOOTNOTES

1. John H. Barwick and Stewart Kranz, "Profiles in Video", Knowledge Industries Publications, 1975
2. Tony Schwartz, "The Responsive Chord", Anchor Press - Doubleday, 1974, P.52
3. Test Conducted at Suffolk County Police Academy, "Burglary-Law Series", Transference of Learning, 1976 and "Profiles in Video"
4. A Report to the President and the Congress of the United States by the Commission on Instructional Technology, "To Improve Learning", March, 1970

A MASTER PLAN FOR LAW ENFORCEMENT
TRAINING IN NEW YORK STATE, VOLUME TWO

APPENDIX # 9

RULE GOVERNING PERMANENT APPOINTMENT
AS POLICE OFFICER IN NEW YORK STATE

Permanent appointment of police officers;
Completion of Training Program

1. Notwithstanding the provisions of any general, special or local law or charter to the contrary, no person shall, after July 1, 1960, receive an original appointment on a permanent basis as a police officer of any county, city, town, village or police district unless such person has previously been awarded a certificate the Executive Director of The Municipal Police Training Council created under Article 19-F of The Executive Law, 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 county, city, town, village or police district shall forfeit his position as such

unless he previously has satisfactorily completed, or within the time prescribed by regulations promulgated by The Governor pursuant to Section 484 of The Executive Law, satisfactorily completes, a Municipal Police Basic Training Program for temporary or probationary officers and is awarded a certificate by such Director attesting thereto.

2. The term "police officer", as used in this section, shall mean a member of a police force or other organization of a municipality who is responsible for the prevention or detection of crime and the enforcement of the general criminal laws of The State, but shall not include any person serving as such solely by virtue of his occupying any other office or position, nor shall such term include a sheriff, under-sheriff, commissioner of police, deputy or assistant chief of police or any person having an equivalent title who is appointed or employed by a county, city, town, village or police district to exercise equivalent supervisory authority.
3. The provisions of Subdivision 1 of this section shall not apply to a city having a population of one million or more to the extent that such city has, by regulation promulgated by The Governor pursuant to Section 484

of The Executive Law, been exempted from the provisions of Article 19-F of the Executive Law.

4. Nothing in this section shall be construed to except any police officer, or other officer or employee from the provisions of The Civil Service Law. (Added Laws of 1959, Chapter 446, Section 3, effective July 1, 1960).

A MASTER PLAN FOR LAW ENFORCEMENT
TRAINING IN NEW YORK STATE, VOLUME TWO

APPENDIX # 10

INSTRUCTOR STANDARDS AND QUALIFICATIONS

A. Certification

1. There shall be two (2) classes of instructor certification issued by the Municipal Police Training Council. The classes shall be identified as:
 - a. Provisional Instructor Certificate (PIC).
 - b. Instructor Certificate (IC).
2. Certification will be granted by MPTC according to specific area(s) of instructional competency, subject matter, or general police subjects. A standard list of subject areas of certification shall be established and approved by MPTC and maintained by the Bureau for Municipal Police (BMP).

B. Requirements for Provisional Instructor Certification (PIC).

Each applicant for the Provisional Instructor Certification must meet the following standards:

1. Hold a high school diploma or its equivalent, and

2. Have a minimum of two (2) years of law enforcement experience with one (1) year being in the subject areas of instruction. This requirement may also be met if the applicant holds a baccalaureate degree and has a minimum of one (1) year of actual law enforcement experience in the subject area in which the officer will be instructing. (The law enforcement experience offered by the applicant must be acceptable to the Commissioner).
3. Has successfully completed an Instructor Development Seminar (IDS), approved by BMP.

C. Term and Renewal of the PIC

1. The PIC will be valid for two (2) years from the date of issue unless revoked, by the Commissioner, prior to expiration.
2. The officer holding a PIC must be favorably evaluated by the BMP or its designee in the last twelve (12) months prior to application for full instructor certification.

D. Requirements for Instructor Certificate (IC)

Each applicant for the IC must meet the following standards:

1. Have a Provisional Instructor Certificate (PIC) and upon evaluation found to merit the IC; or

2. Meet the requirements for a Provisional Instructor Certificate; and,
 - a. Received a satisfactory evaluation in the Instructor Development Seminar.

E. Term and Renewal of the IC

1. The Instructor Certificate will be valid for two (2) years from the date of issue.
2. The certificate will be renewed, subject to the following conditions:
 - a. The instructor has successfully completed an Advanced Instructor Seminar (AID) of sixteen (16) hours within the two (2) year period; or instructor may submit other professional development activities (i.e. college, society meetings, workshops, etc.) in lieu of the AID. Final approval for the substitution will rest with the Commissioner.
 - b. The instructor has been successfully evaluated in a classroom setting by BMP or its designee.

F. Special Certification

Special Certification may be granted, at the discretion of the Commissioner, upon application in writing from the academy director in the following manner:

1. For police personnel, the two (2) year law enforce-

experience requirement may be waived if expertise has been acquired through special duty assignment or training.

2. For police personnel, the requirement calling for the satisfactory completion of an approved instructors' training course may be waived in instances where there is advanced academic education or unique experience is present.

G. Exclusions from Instructor Certification

Instructor certification may be waived by the Commissioner upon written request from the academy director for the following:

Judges, attorneys, educators, doctors, federal officers and officials, state officers and officials, and other non-police personnel when instructing in their respective area of expertise.

H. Revocation of Certification (both classes)

The Commissioner may revoke an instructor certificate for cause upon receipt of a written complaint from:

1. An academy director
2. A training zone coordinator
3. A law enforcement agency head

A written complaint must contain specific details regarding time(s), place(s), date(s) of incident(s) and

the action or omission alleged. The BMP will evaluate the complaint and make recommendations to the Commissioner regarding the revocation.

(Specific student complaints should be made through the academy director).

I. Evaluation - Quality Control

Primary responsibility for selection and evaluation of instructors will rest with the school director. The school director shall record his personnel critique of course content and instructor evaluation on such forms as the Commissioner shall supply.

1. Student Evaluations

Student shall evaluate course content and instructors on such forms as the Commissioner shall supply.

2. BMP Evaluations

The Commissioner may, at his discretion, direct the BMP or its designee to make unannounced visits to academies or police schools for the purpose of evaluating courses and/or instructors.

DIVISION OF CRIMINAL JUSTICE SERVICES
BUREAU FOR MUNICIPAL POLICE
POLICE INSTRUCTOR PERSONAL HISTORY

LAST NAME	FIRST	INITIAL	SEX	SOCIAL SECURITY NUMBER	DATE OF BIRTH
HOME ADDRESS (No. and Street)		COUNTY	CITY & STATE		ZIP CODE
EMPLOYING DEPARTMENT		EMPLOYED From	To	BUSINESS PHONE	HOME PHONE

EDUCATION

Please circle highest grade completed 8 9 10 11 12

	GRADUATE		YEAR	MAJOR SUBJECT	CREDITS	DEGREE RECEIVED
	YES	NO				
College						
Professional *						
Other						

e.g. FBI National Academy, Northwestern University, etc.
NOT NECESSARY TO RECORD NYS MPTC TRAINING

TEACHING EXPERIENCE

DATE	LOCATION	SUBJECT

List subjects that you would be interested in teaching:

PLEASE RETURN TO:
Bureau for Municipal Police
Division of Criminal Justice Services
Executive Park Tower
Stuyvesant Plaza
Albany, New York 12203
818 457-1244

A MASTER PLAN FOR LAW ENFORCEMENT
TRAINING IN NEW YORK STATE, VOLUME TWO

APPENDIX # 11

PENALTY ASSESSMENT BILL

State of New York
Executive Department
OFFICE FOR LOCAL GOVERNMENT
155 Washington Avenue
Albany, New York 11210

MEMORANDUM

Re

AN ACT to amend the state finance law, in relation to the establishment of a police officers training fund and the imposition of an assessment on criminal fines therefore

Purpose of Bill:

To impose a penalty assessment on criminal fines which will be used to defray the expenses of state and local governments in carrying out mandated training programs and other services for local police.

Summary of Provisions of Bill:

This bill adds a new section 99-c to the State Finance Law to establish a police officers training fund in the custody of the State Comptroller. To provide for such fund, the bill imposes a ten percent assessment on all fines and

penalties for offenses, except certain traffic infractions, collected by criminal courts in this State, except the New York City Criminal Court and the Supreme Court sitting in and for the counties located in the City of New York.

The bill provides that monies of the fund will be used to reimburse municipalities for expenses incurred in the training of police officers, as well as the expenses of the Office for Local Government with respect to the operations of its Division for Local Police which administers the reimbursement program and shall adopt rules and regulations as may be necessary to carry out such function. Since New York City is exempted from the mandated police training requirements, this program does not apply to that City. However, this bill will not prevent establishment of such a program for the City.

Statements in Support of Bill:

Effective law enforcement today involves a knowledge of the highly specialized techniques of crime prevention and detection, and of the principles of modern police science. The State has recognized its responsibility to insure effective law enforcement by establishing minimum basic training programs for local police. The Office for Local Government through its Division for Local Police has been charged with the duty of reviewing local police training programs

and determining whether they are in accordance with State standards. At the present time, the basic training course certified by the Division for Local Police must encompass 285 hours of training; the first-line supervisory course must encompass seventy hours.

The cost in terms of salaries and expenses paid to police officers during such training periods, instructors' salaries, operation and maintenance of training facilities and other related matters are borne solely by the municipality while State expenses are borne by the State. This bill will ease the financial impact on both the State and local governments with respect to costs incurred in connection with such training programs.

It is estimated that the ten percent assessment will produce approximately \$1.7 million a year of which approximately \$300,000 will be deducted for operations of the Division for Local Police in the Office for Local Government and \$1.4 million will be available for reimbursement to municipalities. In this respect, we note that the cost to municipalities for salaries for trainees paid during training programs amounts to some \$700,000 annually. It is projected that there will be 100% reimbursement for salary expenses leaving some \$700,000 annually to be reimbursed for other costs related to training.

The program will not impose any burden on the general public since the assessment will be imposed solely on violators of the law.

The Municipal Police Training Council in the Office for Local Government, pursuant to the authority granted to it by Executive Law, 485(1) (g) has exempted New York City from compliance with State standards relating to police training because the City has established and maintains its own standards of police training. The New York City program is quite extensive both in subject matter covered and in duration. Because of this unique situation, the City of New York is excepted from the provisions of this bill. However, a similar program could be set up for the City by authorizing the City to impose an assessment on fines levied by criminal court in the City.

It should be pointed out that the states of Arizona, Indiana, Michigan, South Carolina, Washington and California have enacted legislation imposing penalty assessments on criminal fines and traffic infractions to finance police training. The states of Pennsylvania, Oregon, Utah and Texas are presently engaged in developing such a program. We have been informed that the California program which was established in 1958 has worked out quite satisfactorily. An Act to amend the state finance law, in relation to

establishing a law enforcement improvement fund.

The People of the State of New York, represented in Senate and Assembly, do enact as follows:

Section 1. The legislature hereby finds that crime is one of the most pressing problems of the citizens of the State of New York, and further that it is imperative that means be found to arrest and then decrease the presently escalating crime rate.

The legislature further finds that fear of personal injury or loss of possessions affect a great portion of the citizens of the State of New York, and that this fear of crime has limited their personal movement, and thereby their freedom. It is therefore necessary that this personal freedom and this sense of security, which our citizens have lost be restored, primarily by a reduction in the rate of crime.

The legislature further finds that there is a definite need to improve the ability of police officers to prevent and detect crime and to apprehend offenders.

The legislature further finds that one of the best methods available to reduce the crime rate and at the same time restore the feeling of security to the citizens is by obtaining a higher degree of efficiency in the operation of our police. The legislature further

believes that this increased efficiency can be obtained through the use of the new educational and training techniques developed in recent years, along with the new administrative and computer techniques that can be used in support of these forces. Furthermore the legislature finds that there must be continuing efforts to improve upon and constantly evaluate and update these newly developed techniques.

The legislature further finds that the financing of these additional costs of government spent in raising the efficiency of the police, be allocated to that portion of the community who occasion the need for such law enforcement.

§2. The state finance law is hereby amended by adding thereto a new section to be section ninety, to read as follows:

§ 90. *Law enforcement improvement fund.* 1. There is hereby created a special fund to be known as the "Law Enforcement Improvement Fund" which shall be in the custody of the state comptroller and which shall be made up of monies paid to him under the provisions of this section.

2. The purposes of this fund shall be as follows: (a) to bear the expense of establishing, maintaining and operating training schools for municipal, county and state employees who are part of the police forces of said government units, (b) for publishing or causing to be published manuals, information bulletins and newsletters, to achieve the purposes and objectives of this act by the Division of Criminal Justice Services, (c) for studying, researching, installing and adopting new systems and techniques in training, education and administration, aimed at achieving improvement in the ability of police officers to prevent and detect crime and to apprehend offenders, and (d) for the costs of the State of New York in administering the fund and the costs of the State of New York in administering the fund and the costs of the Division of Criminal Justice Services with respect to the operation of the Bureau for Municipal Police in the area of police training and administration.

3. On or after the effective date of this act, whenever a criminal court of this state, imposes a fine, a penalty assessment or orders a bail forfeiture, as a penalty for a violation of an offense, as defined in subdivision one of section ten of the penal law, except for traffic infractions relating to cars unlawfully parked or standing, there shall be levied an additional penalty assessment according to the following schedule:

(a) When fine or forfeiture is up to and including \$10, \$2.

(b) When fine or forfeiture is \$10.01 to \$25, \$5.

(c) When fine or forfeiture is \$25.02 to \$50, \$10.

(d) When fine or forfeiture is in excess of \$50 then 20% of the amount to the nearest dollar.

When any deposit of bail is made for an offense to which this section applies, the person making such deposit shall also deposit a sufficient amount to include the assessment described above. If bail is forfeited, the assessment prescribed in this section shall be forwarded to the state comptroller

to the same amount and at the same time as the other additional fines or penalty assessments.

If not is resulted, the assessment made of a case shall also be returned, and if a fine or penalty assessment is suspended, in whole or in part, the additional penalty assessment shall be computed on the fine remaining to be paid.

4. Within the first ten days of the month following collection of these monies, the courts to who this section applies shall determine the amount of the additional penalty assessments collected and shall then pay such monies to the state comptroller accompanied by such report as the comptroller shall require.

5. The law enforcement improvement fund shall be used to improve the performance and efficiency of police officers and their departments. The fund as created shall be available to the Division of Criminal Justice Services, and the executive head of that agency or his duly authorized officer, shall adopt, amend and rescind such rules or regulations governing the payment of such monies in the furtherance of the objective of this act, and in connection with the various training programs, he shall take into consideration factors, such as the following: trainees' salaries; length of training period; instructors' salaries; trainees' food, lodging and travel, and the cost of operation and maintenance of the training facilities.

6. No monies shall be available from the fund until six months plus ten days after the effective date of this act, and then only after the director of the budget issues a certificate of allocation and schedule of amounts to be available. Such certificate may be amended from time to time by the director of the budget. Copies of the certificate of its amendments shall be filed with the comptroller, the chairman of the senate finance committee and the assembly ways and means committee. After allocation the monies shall be paid out of the fund on the audit and warrant of the comptroller on vouchers certified or approved by the executive head of the unit concerned, or his duly designated officer.

§ 3. This act shall take effect on the first day of September next succeeding the date on which it shall have become a law.

END